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CIVIL SERVICE Journal

Vol. 19 No. 1 July/September 1978

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U.S. Civil Service Commission

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about this issue

This issue of the Journal focuses on university-government relations, a partnership that has never been more important than now, as we seek improvements in Federal personnel management.

Not only do colleges and universities serve as principal educator of the men and women who one day must direct public programs, they also stimulate new thinking and advance progress in every field of interest. As centers of academic thought, they provide the research and testing ground for future government action.

In particular, we look to schools of public and business administration for guidance and support, to produce graduates with management skills, and to update skills of government employees who seek development and growth through higher education.

During recent years, both government and universities have increased the time and resources devoted to creating stronger linkages.

Federal agencies have come to a better understanding of the needs and interests of the schools, and are addressing such issues as identifying temporary government work assignments for students and faculty members, and developing adequate financial support for graduate education.

Simultaneously, the schools have become more aware of Federal agency resource and staffing capabilities, as well as opportunities to use Federal managerial expertise in teaching and research. A small beginning has been made in providing Federal assistance for education and research, focused in whole or in part on management education.

All too often, however, neither party is fully aware of the needs and interests of the other: Universities tend to concentrate on training and research for specific functional areas (housing, transportation, etc.) while governments emphasize administration and program management.

The expectations of governments and universities will always vary to some degree, based on their respective roles in society, but we continue to find more areas of agreement and more commonality of interests as we increase opportunities for interaction and understanding.

One such opportunity for increased understanding is this issue of the Journal, which provides a forum for authors from academia and government to share their thinking on the university-government relationship.

Cornell's Jan Orloff tells us, for example, that a job applicant's morale and esteem are "buffeted rather than bolstered" by the "public sector's laissez-faire system of placing the burden of locating openings—as well as formidable procedural barriers in pursuing them—on the prospective employee." CSC's Andy Boesel reports that agency requests for the first crop of Presidential Management Interns far exceeded the number of authorized positions, adding that one benefit of evaluating program success will be feedback to participating graduate schools on improving curricula.

On other pages we find CSC's Chet Wright making a case for the place of the platonic executive in government service, VPI's Bill Ward finding fault with campus visits by Federal recruiters, Temple's Miriam Ershkowitz commenting that dialog with Federal officials helps graduate school faculty to know how their curricula are evaluated by those on the firing line, and the University of Washington's Brewster Denny hopeful that in government programs "the tide may be running again in favor of merit."

From such observations, we learn, and we celebrate the potential of the university-government relationship in improving the public service.

Alan K. Campbell

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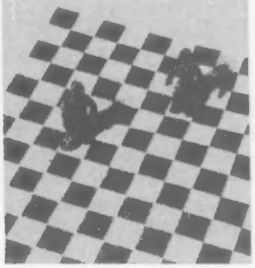

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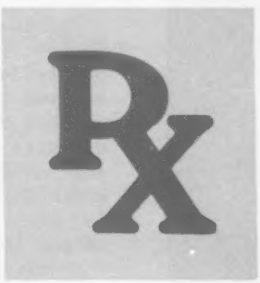

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Shot Takes

Follow-Up on University-Government Theme: Kym Davis is CSC's Program Manager for College Relations and Recruitment. She is responsible for developing policy and providing assistance Government-wide on the realm of activities related to colleges and universities. While her office issues periodic publications to schools throughout the country, Ms. Davis recommends that other agencies make their services available too, such as participation in "career days" and similar events; briefing faculty and placement personnel on job opportunities and procedures; providing tours of Federal agencies; implementing agency speakers' bureaus; and furnishing employment materials to placement/career libraries.

Agencies that need program assistance or information should call Ms. Davis on (202) 632-6013.

Labor Relations Law Sought: The Administration has asked Congress to incorporate into law existing Federal employee labor relations programs as an integral part of civil service legislation submitted to Congress March 2. The key features would establish a Federal Labor Relations Authority to combine the duties of the Federal Labor Relations Council and the Assistant Secretary of Labor for Labor-Management Relations; and permit, through collective bargaining, grievance and arbitration to cover most statutory appeals by Federal employees in exclusive bargaining units.

The proposal is expected to improve collective bargaining and complement other components of civil service reform.

5.5 Percent Pay Cap Aimed at Combating Inflation: In a nationally televised address on the economy, President Carter announced his intention to limit Federal white-collar workers to a 5.5 percent annual increase.

The President said the "cap" would help curb inflation, and he called on others to follow suit. "I'm determined," he said, "to take the lead in breaking the wage-and-price spiral by holding Federal pay increases down. Last year Federal white-collar salaries rose by more than 7 percent. I intend to propose a limit...this year, thereby setting an example for labor and industry to moderate price increases."

He said he would also freeze the pay of his senior staffs.

CSC Delegates Personnel Authorities: In April 28 instructions, CSC delegated to agencies the authority to: determine whether term appointments are needed to convert employees to career or career-conditional appointments when their positions are brought into the competitive service; convert certain Secret Service employees from excepted to career appointments; appoint qualified Peace Corps, VISTA, and ACTION volunteers without competition; extend some temporary appointments beyond 1 year; and determine whether applicants are qualified for most Schedule B jobs.

Health Maintenance "Network" Being Considered: CSC has tentatively approved an application by the Blue Cross-Blue Shield Associations to operate a "network" consisting of 14 Blue Cross-Blue Shield comprehensive medical plans, termed Health Maintenance Organizations (HMOs), in the Federal Employees Health Benefits program.

Participation would begin in January 1979, provided that CSC and insurers agree on certain conditions and contractual provisions by August 31.

Life Insurance Improvements Sent to Congress: CSC has submitted legislation to increase benefits for younger employees and offer two new "modified" plans. One would offer insurance of one to five times the employee's salary, rounded to the nearest thousand; the other would pay $5,000 on death of spouse and $2,500 on death of unmarried children under 22.

Grades Too High: Ten percent of white-collar jobs in the General Schedule were found to be overgraded; 2.9 percent undergraded; and 4.2 percent not properly classified in terms of title or occupational series, according to a recent CSC study.

The study said 136,000 jobs were found to be overgraded and 40,000 undergraded, with overgrading costing $370 million per year.

Based on a 1 percent random sample of the 1.3 million full-time, permanent white-collar GS jobs, CSC considers the study to be the most valid conducted on overgrading so far.

Age 70 Retirement Repealed: After September 30, Federal employees will not be required to retire at 70. Also repealed was the law requiring that applicants who have reached 70 be appointed only on a temporary basis, opening the way for permanent appointment.

More Minorities, Women: Numbers of minorities and women in Federal jobs have increased, according to preliminary findings comparing May 1977 with November 1976 figures. Their grade level has also increased despite the slight drop in the average General Schedule grade for all full-time workers (from 8.18 in November 1976 to 8.15 in May 1977).

President Recognizes Good Management: President Carter honored seven recipients with Presidential Management Improvement Awards at a White House ceremony. Their contributions represent a total savings of $13.6 million. Awardees were nominated by their agencies and selected by an OMB-CSC committee. This is the Award's 6th year.

Reorganization Plan No. 2: It would divide CSC into an Office of Personnel Management, a Merit Systems Protection Board, and a Federal Labor Relations Authority. It was sent to Congress May 23; if not rejected by either House by October 10, it would become effective no later than January 1, 1979.

Sick Leave Cut to 9.3 Days Yearly Per Employee: Federal employees averaged 9.3 workdays on sick leave in 1976, the Commission reported in "Work Years and Personnel, Executive Branch, U.S. Government, 1976." This is down from 9.6 in 1975.

--Ed Staples

A LOOK AT THE FEDERAL JOB PICTURE FOR 1978 GRADUATES

by Kym Davis

AS A MANAGER, the Federal job picture for college graduates matters to you, for it is primarily from the colleges that future Federal managers will come. In recent years that picture has been bleak, but it seems to be brightening.

The Federal Government, "Employer of First Resort" for many graduates, offers a variety of job opportunities. Although competition will remain keen for most jobs this year, Federal employment prospects look better now than they have. Career-entry positions at grade GS-5 or 7 are available throughout the nation, including the Washington, D.C., area.

The problem for most graduates is that although placements are expected to rise a bit, competition is not falling off. College-entry placements will increase from 15,000 in 1977 to 18,500 in 1978. The 1978 total is about equal to 1976 and about 9 percent below 1975.

There is some evidence, however, that the downward trend in Federal hiring has finally "bottomed out." For example, there were 156,000 total competitive hires in 1976, 27 percent below 1975. The 152,000 total competitive hires in 1977 were only 3 percent below the previous year's hires (even with a 4-month partial hiring freeze). For 1978, we are projecting a 23 percent increase in college-entry appointments, led by a 43 percent increase in Professional and Administrative Career Examination (PACE) hiring and a 15 percent increase in overall competitive hiring.

The outlook on openings can most easily be described in terms of occupational groups. Some occupations require PACE; others do not. Among the occupations that do not require PACE are many in scientific and technical fields. These include engineering, physical science, mathematics, accounting, auditing, health careers, and agricultural and biological sciences.

THE AUTHOR is Program Manager for College Relations and Recruitment, U.S. Civil Service Commission.

Engineering: Good Prospects

Engineering continues to offer the best placement chances in relation to the number of applicants competing for positions. Nationwide, the best opportunities are in electrical, electronic, general, industrial, mechanical, mining, and petroleum engineering. Aerospace engineers face the toughest competition.

Some of the major employers include the Departments of Navy, Interior, and Army; the National Aeronautics and Space Administration; and the Environmental Protection Agency. Higher salaries for career-entry engineers remain in effect (as compared to career-entry salaries for other occupations normally filled by bachelor's degree candidates). A total of 3,200 engineers were hired last year, and we anticipate a 9 percent increase this year. Also, some 2,400 middle-grade (GS-9/12) engineering positions will be filled during the year. There are also fair to good opportunities in the southwest for civil and industrial engineers with knowledge or experience in work measurement and job layout; for industrial engineers in the southeast, in the Washington, D.C., area, and in the Plains States; and for nuclear engineers in the west.

Physical Science, Math: Figure on Keen Competition

For physical science and mathematical positions, competition remains keen. The number of qualified candidates in most parts of the country exceeds the anticipated need. Numerical ratings in the 90's, sometimes the high 90's, are nearly always required for appointment.

Opportunities are best for those who majored in metallurgy, cartography, statistics, hydrology, and geology. Although the number of metallurgist positions filled annually is small, chances for employment are excellent because of the limited number of candidates. Most of the metallurgist positions are in the Rocky Mountain and midwestern States. Agencies needing these workers usually include the Departments of Agriculture, Commerce, and Interior; the Environmental Protection Agency; the Defense Mapping Agency; and the Veterans Administration.

Little hiring will continue for accounting majors, and they will comprise about 9 percent of college-entry hires for FY 1978. Qualified applicants far exceed anticipated needs throughout most of the country. Jobseekers in accounting with ratings in the mid-to-upper 90's are usually the only ones referred to agencies for consideration. Opportunities for high-caliber M.B.A./M.P.A. candidates should be fair to good in areas with a high concentration of Federal agencies, particularly in Washington, D.C.

Health and Medical Fields: Looking Good

Health and medical fields continue to offer outstanding opportunities. VA hospitals are the leading employers, although opportunities are also favorable with the Departments of Defense, Agriculture, and Health, Education, and Welfare. Shortages of qualified applicants exist in most fields and locations, with excellent opportunities nationwide for physical and occupational therapists, and for medical officers, technologists, technicians, records librarians, industrial hygienists, physician's assistants, and nurses.

Agriculture and Biological Science: Growth Limited

Opportunities for agriculture and biological science majors are limited. Last year 1,575 were hired. This year appointments will be down by 16 percent. A major exception, however, is in the excellent opportunities for agricultural commodity graders with a specialty in grain, at the GS-5, 7, and 9 levels. Positions are primarily in port cities and major storage areas in the midwest, and candidates must be willing to relocate. The job is physically demanding, and the work is performed both indoors and out.

A B.S. degree in agricultural marketing or agricultural economics will qualify for GS-5; an M.S. in agronomy, botany, or seed technology qualifies for GS-7.

Other specializations with the largest number of estimated hires include range conservation, soil science and conservation, general biology, and forestry. Primary employers are the Departments of Agriculture, Health, Education, and Welfare, Army, and Interior; and the Environmental Protection Agency.

The PACE for You?

Fifty-two percent of the openings coming up in Government for college graduates will be in nontechnical positions filled from PACE. However, projections of PACE hiring needs are usually uncertain because of the many agencies and occupations involved. Should the agency estimates of PACE appointments materialize, the increase will probably be reflected across most occupations filled through this examination.

A variety of factors, such as continuing emphasis on upward mobility and promotions-from-within, make the projected increase in PACE much more tentative than in other categories. Placement chances this year *do* look somewhat better. Only applicants with scores of 95 and above have normally been referred for the past several years. Shorter open periods and less testing this year could lower this somewhat as the year progresses; just how much lower is the key question.

Last year 6,747 were hired from PACE, 38 percent below the previous year's total. However, for 1978, we anticipate 9,600 hires. Last year there were 184,590 competitors versus 113,972 in 1976.

Most hires are usually in social administration and claims examining; tax-related fields; investigation; contract, procurement, and supply; personnel management; management and business-related fields; financial in-

stitution examining; contact representative; and computer occupations. Even with the current high levels of competition, it is difficult to find good candidates for some jobs, either because of qualifications required or unique characteristics of a particular job. Examples include printing management and printing technology.

Mid-Level Jobs

Mid-level positions include grades 9, 11, and 12. Most are filled by those with professional experience or advanced degrees. There is a surplus of candidates for most mid-level positions, although jobs in a few shortage occupations do exist.

The best opportunities at GS-9 and above in Washington, D.C., are for position classifiers, program analysts, and economists with specialties in labor, agriculture, industry, econometrics, international economics, natural resources, finance, and transportation.

General Accounting Office plans to hire general economists and management analysts. Treasury needs communications and EEO specialists. Interstate Commerce Commission anticipates a need for transportation specialists. Labor needs manpower development specialists and worker's compensation claims examiners. Agriculture will hire criminal investigators and agricultural economists. General Services Administration needs general economists; Environmental Protection Agency wants macro-economists; Commerce needs international economists and econometricians; and Department of Energy will also be hiring economists. HEW's Office of Education will be hiring health loan and grants specialists.

Also of interest is that the National Security Agency, which is excepted from civil service procedures, anticipates hiring 75 electronic engineers; 125 computer scientists; 25 mathematicians; and 100 linguists, with fluency in slavic, oriental, or middle eastern languages. Most positions are at the GS-7 level, and applicants apply direct to the National Security Agency (Ft. George Meade, Md. 20755, Attn: M321).

Despite our emphasis on intense competition for employment, the Federal Government always needs high-caliber men and women committed to public service. This fact has not changed and never will. CSJ

The Ambassador Goes to College

Under the auspices of the CSC-administered Intergovernmental Personnel Act (IPA) mobility program, American ambassadors and other diplomats are going to college—to lecture, appear on panel discussions, counsel students, and generally make their expertise available to the college community.

These diplomats-turned-professors are serving on IPA mobility assignments made by the Department of State under its Diplomat-in-Residence program.

Diplomats-in-Residence are senior Foreign Service officers who spend an academic year working at universities and colleges, explaining their profession. The program, administered for over a decade by the State Department's Foreign Service Institute, was recently expanded through use of the IPA, which authorizes the temporary exchange of personnel between Federal agencies, institutions of higher education, and State, local, and Indian tribal governments.

The current group of assignees includes veteran FSO John Armitage, who recently completed several years as Deputy Assistant Secretary of State for European Affairs. Armitage, who has served in Czechoslovakia, Switzerland, the Soviet Union, and Iran, is spending the year sharing his experiences with students and faculty of the University of Virginia. Robert Dean, most recently U.S. Ambassador to Peru, is working at Texas Christian University, while Thomas Dunnigan, U.S. Deputy Chief of Mission in Tel Aviv, Israel, is at Centre College in Danville, Ky.

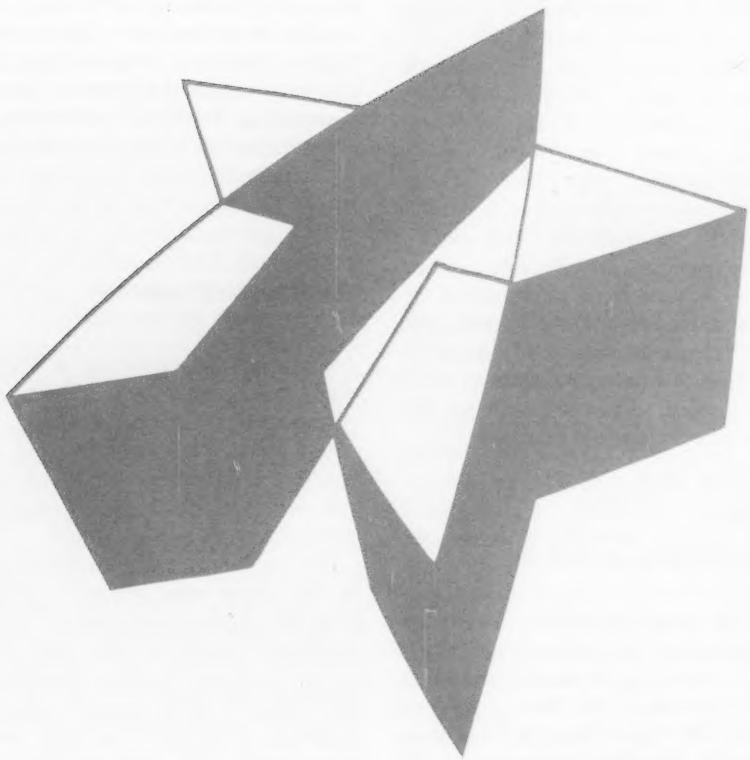
According to the State Department, the program is mutually beneficial. Not only do the colleges benefit from the visitors' unique expertise, but the program is of direct interest to the Foreign Service as well. It's a way for the Service to maintain contact with academia, to keep in touch with the students, and to conduct important research. It gives the diplomats the chance to recharge their intellectual batteries.

(More information about the IPA mobility program is available from Miriam Ershkowitz, Director, Office of Faculty Fellows and Personnel Mobility, USCSC/BIPP, 1900 E St. NW., Washington, D.C. 20415.)

Presidential Management Interns:

THE NEXT GENERATION OF MANAGERS?

by Andrew W. Boesel



BLAINE AIKIN is a 23-year-old graduate of Carnegie-Mellon University's graduate school of urban and public affairs who will be working for the Department of the Treasury. Judith Boch, hired by the Navy Department, is receiving her graduate degree from West Virginia University with a major in labor-management relations. Mary Stack is getting a Master's Degree in Public Administration from the LBJ School of Public Affairs at the University of Texas and will be working for the Justice Department. Linda Samuelson, from the University of Southern California, will be a policy analyst for the Department of Transportation. Tyrone Minor, University of Rhode Island graduate, will be with the Treasury Department as a program analyst.

Two factors unify this group of outstanding young men and women: their sincere interest in public service and their place among the 250 finalists in the Presidential Management Intern Program (PMIP).

The PMIP concept got its start during the Presidential campaign in 1976. The idea reached fruition on August 25, 1977, when President Carter signed Executive Order 12008 establishing the program. As the Executive order states, "the purpose . . . is to attract to Federal service men and women of exceptional management potential who have received special training in planning and managing public programs and policies."

During the signing ceremony in the Rose Garden, the President expressed his objectives for the program, saying:

"We have high hopes that this will meet all our objectives and that it will be successful in every way. I think one other benefit will be that we can more directly tap the tremendous reservoir of innovation, education, experiment, advice, and counsel that exists within our higher educational

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institutions that are not often used by government. And I think the intern program itself, because it has to be a shared program, will help to tie together much more closely our educational institutions and the government on a continuing basis.

"I think at the same time the benefits will flow to the universities, because as a common assessment of the experiences of these interns is examined by government and the universities . . . the teaching institutions will see some of the latest problems and achievements and challenges of the government itself."

The five students identified above are typical of the other finalists selected for the first year of the program. Chosen from nearly a thousand highly qualified individuals nominated by graduate schools of public management, they will be placed in nearly 50 Federal departments and agencies.

The Finalists

Finalists came from 127 colleges and universities in 40 States, the District of Columbia, and Puerto Rico. Nearly half of the nominees (116) are women. Twenty percent are minorities, and 20 percent are veterans.

Their average age is 27, and most have public sector work experience.

Tyrone Minor, for instance, has worked for a Federal credit union, was a graduate assistant for the Black Studies Department at the University of Rhode Island, and a research assistant for the University's work with the Governor's Commission on Criminal Justice.

Judith Boch has worked as a reference librarian and teacher, including an assignment abroad for the Defense Department. She is fluent in French and has been involved with community activities.

Linda Samuelson has been an administrative intern for a California city and a county social worker.

Mary Stack worked for the Texas Senate and the Congressional Budget Office and is currently working on a policy research project studying public service employment.

Blaine Aikin has had a variety of teaching assistant and other jobs with Carnegie-Mellon University during his work for a graduate degree.

Most finalists have a graduate degree in public administration. However, degrees in business administration, general management, international relations, policy analysis, criminal justice administration, and urban studies are included. Ten percent have more than one graduate degree.

Two-thirds have a bachelor's degree in the social sciences, with political science the most common.

Now that some information about the finalists is known, let's see how the program was developed.

The Program in General

The program offers 2-year appointments to developmental positions, generally throughout the executive branch of the Federal Government. Interns are hired at GS-9 of the General Schedule (currently $15,090 per year). After successfully completing the internship, participants are eligible for career or career-conditional civil service appointment without further competition.

Responsibility for administering the PMIP was assigned to the Commission's Bureau of Intergovernmental Personnel Programs since the intern program is designed to have a strong intergovernmental character.

During the program's first year, State and local government participation is taking the following forms.

—State and local officials served on regional selection panels.

—Finalists and other nominees will be referred for possible employment by State and local governments.

—Most interns will be assigned to State and local jurisdictions during their internships.

Intergovernmental cooperation has been a key to success in the first year. Leaders in the academic community, Federal personnel directors, and directors of major public interest groups representing State and local governments helped develop and implement the program.

The Selection Process

The route to becoming a PMIP intern begins with the student being nominated by his or her university.

A student must be scheduled to receive an appropriate advanced degree or complete all degree requirements during the academic year.

The program is based on the premise that those who receive a broad education in public management, with intensive training in core subjects (such as public policy analysis, individual/group/organization dynamics, quantitative methods, and management), are well prepared to deal with public sector management issues and problems.

Advanced degrees in business administration and other management-oriented programs also qualify, as long as the degree emphasizes general management, with a public management focus. This can take the form of a sequence of courses dealing with the public sector, a graduate level work-study experience in the public sector,

or a specific curriculum in public management.

The number of nominations from any university program is strictly limited, generally not exceeding 15 percent of the number of graduates during the previous academic year.

The President stressed that affirmative action is an important part of the program, saying: "We will take every possible step to ensure that this program will represent an important and new avenue for well-qualified minorities and women to have an opportunity to demonstrate their potential . . . ."

The 1,100 nominations were carefully studied to make sure they met basic eligibility. This review reduced the applicant pool to 951. These individuals were then scheduled to participate in regional screening.

At 40 sites around the country, students went through rigorous sessions conducted by three-member panels of evaluators (a CSC representative, a manager from another Federal agency, and a key State/local official). Ratings were based on panel observations, first in a group exercise and discussion, and then in individual interviews by the full panel.

Results of these screening sessions were sent to CSC's Office of Presidential Management Internships, and final recommendations were made by a special "Blue Ribbon" team comprised of two assistant secretaries (Donna Shalala of HUD and William Beckham of Treasury) and Mark Keane, Executive Director of the International City Management Association.

USCSC Chairman Campbell notified the 250 finalists of their selection on March 13.

Agency Response

Agency interest has been gratifying. Participants generally will be assigned to agency jobs in administrative and managerial services, such as program, budget, and management analysis, and in agency operating programs. Commission guidance has strongly encouraged the concept of rotating assignments for both job and geographical mobility.

While the screening was going on, Federal agencies were determining their hiring goals. Agency requests for interns greatly exceeded the number of authorized positions. Final agency hiring goals were set at just over 300 positions, allowing for some flexibility in matching intern interests and skills with agency needs.

Fifty-two agencies wanted to participate.

Two-thirds of the agency positions are in the Washington, D.C., area; the balance are in the 10 regions.

The Program's Impact and Meaning

The program is expected to have impact far beyond providing 250 meaningful jobs each year. Both the President and Chairman Campbell view it as an important step in reorganizing and strengthening Federal personnel management and as a means to strengthen government-university relations and intergovernmental relations.

Chairman Campbell has said of the program that it is "the first step—small, nonetheless significant—in our effort to totally revitalize the Federal personnel system."

CSC hopes to develop a comprehensive evaluation strategy to learn more about what accounts for success in intern assignments and career development patterns. A tangible benefit of the evaluation is expected to be feedback to participating graduate schools on improving curriculum.

What the Finalists Are Saying

Linda Samuelson:

"The . . . program provides a unique entry into the more complex and intellectually challenging areas of Federal management. If offers a rich environment for learning the functions and operations of government while gaining work experience firsthand."

Tyrone Minor:

"I have been exposed to a multiplicity of social, intellectual, and cultural experiences that would assist me to become an asset to any agency that may desire my services. I am eager to learn, and open and receptive to challenges of a professional nature."

Blaine Aikin:

"I intend to pursue a career in the public sector and believe the . . . program offers a unique opportunity for initiating that career. I feel I have the expertise and the desire to meet the challenges . . . and make meaningful contributions . . . ."

Mary Stack:

"I view participation in PMIP as an excellent opportunity to initiate a permanent career in public management. My desire to shape public policies at the Federal level has been long-standing. Undergraduate and graduate studies in political science and public policy analysis all have been directed toward this goal."

Judith Boch:

"As a participant . . . I will be able to obtain a broader grasp of the administrative, economic, and social factors concerning public sector labor/employee relations. I feel that I can have an impact because of special skills I have acquired through several years of public sector employment in addition to extensive graduate training . . . ."

CSJ

A Capsule History of Intern Programs

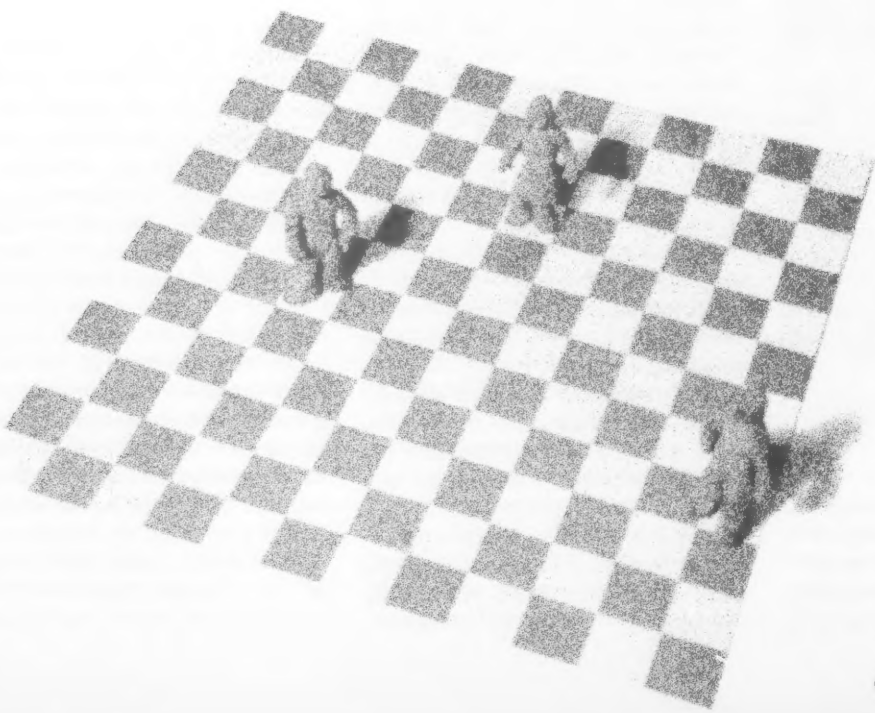
Selections to Federal internship programs have, for the most part, been connected with general entry examinations offered by the Civil Service Commission. The man generally regarded as the father of these programs is Dr. Leonard D. White, a CSC Commissioner and noted public administration academician. His efforts led to a competitive examination called the Junior Civil Service Examiner (JCSE), the first test designed to measure the aptitude of college graduates for administrative work in Federal Government. Introduced in 1934, this test emphasized general mental ability, thus enabling students with majors in any field to compete.

Because agencies felt they needed more information about candidates' specific knowledges and skills, a new testing program was initiated in 1939. The Junior Professional Assistant (JPA) program tested not only general aptitude, but gave specialized examinations in different fields. The administrative specialty of the JPA, the Junior Administrative Technician, was composed entirely of political science questions.

Testing was suspended during World War II, and a different approach was tried when the examinations were resumed in 1947. The emphasis had shifted from selecting candidates on the basis of academic specialty toward relative mental ability; therefore, the political science achievement test was dropped and the mental ability test was modified.

Many veterans took the examination, and there was a tremendous impact caused by just-enacted provisions of veteran preference. For disabled veterans, 10-point preference was added to scores as low as 60, and these candidates were placed at the top of the register. They had to be selected before those lower on the list could be chosen. This factor, coupled with fewer jobs, led to negligible results: of the 3,000 persons who passed the Junior Administrative Technician examination in 1947, only 15 were hired. A more effective system had to be found.

Concurrent with the JCSE and JPA programs was an internship program funded by the Rockefeller Foundation and conducted by the National Insti-



tute of Public Affairs (NIPA). A key feature of this program, which placed college graduates in the Federal Government, was its rigorous selection process. Each application had to be endorsed by the president, dean, or department chairman of the applicant's school. Qualities sought included intellectual superiority, demonstrated leadership potential, well-rounded personality, good character, and commitment to public affairs as a career. After a pool of top competitors was selected, group interviews were held to make the final selections. Generally, only 30 to 50 appointments were offered each year from among 200 to 300 applicants.

From the start of the program in 1934 until 1947, selections for the NIPA program were made without regard to eligibility on civil service registers; for this reason, there was no orderly way for interns to enter the career service. Because of this, and the previously mentioned difficulties with the Commission's Junior Administrative Technician program, an arrangement was worked out to the mutual benefit of both the Commission and NIPA. In 1948 and 1949, NIPA selected its interns from among those persons near the top of the JPA register. NIPA continued to provide the training program.

In 1949 a new testing program, the Junior Management Assistant (JMA), was added by the Commission to augment the JPA program. The new program incorporated many of the recruiting and training techniques of the NIPA program; indeed, with the development of the JMA, NIPA's selection and training functions were taken over by the Commission and the NIPA program was dissolved.

The JMA examination consisted of four parts: a general intelligence test, a special test of administrative judgment or current public affairs knowledge, an interview, and qualification vouchers from the candidates' references. The examination was rigorous; for example, of over 14,000 competitors in 1951, only 820 were rated eligible.

An important development in the JMA selection process was the fact that all eligibles were considered equally qualified when their names were given to the agencies for selection. Agencies were not restricted by the "rule of three" when making their selections.

In 1956 the Federal Service Entrance Examination (FSEE) replaced the JPA, and the JMA became the Management Intern (MI) option of the FSEE. To qualify for the MI option, a candidate had to score well on both the FSEE and a special test on administrative problems and public affairs, pass an interview, and have qualification vouchers submitted by major professors and references. (In 1968, the special test was dropped because the Commission believed a qualifying score of 95 on the FSEE was sufficient to assess management potential.)

The MI option, which had averaged between 200 and 300 appointments per year, was discontinued in 1974 when the FSEE was replaced by the Professional and Administrative Career Examination (PACE). From that time until the start of the Presidential Management Intern Program (PMIP) in August 1977, no Government-wide intern program existed in the executive branch.

Why Public Management Training for Interns?

In a letter last fall to John Day, President of the American Assembly of Collegiate Schools of Business, CSC Chairman Campbell explained why a degree in public management was required of Presidential Management Interns.

"The Presidential Management Intern Program," Campbell wrote, "is based on the premise that individuals who receive a broad education in public management with intensive training in core subjects such as public policy analysis, individual/group/organization dynamics, quantitative methods, and the managerial process are especially well prepared to deal with public sector management issues and problems."

An education in public management is uniquely qualifying for the program because of critical differences between public and business management. Campbell emphasized that while the private manager's major concern is profit, "in the public sector managers must contend to a greater extent with more ambiguous measures of impact such as social values, the general public interest, accountability to both the law and elected and appointed officials, and the needs of specially targeted groups or individuals. The decisionmaking process in the public sector, given the demand for openness and the ability of competing groups or individuals to have access to the process, is at least different in degree from what exists in the private sector."

PERSONNEL POLICIES AND STANDARDS

Factfinding for CSC Standards

Bernice Butler is a composite occupational specialist in the Standards Division of the Civil Service Commission. Striking and vivacious, she has extensive experience in the field of position classification. She is an expert at getting facts about jobs. Let's follow her as she starts an occupational study.

Before putting the first words of the *draft standard* on paper, she carefully considers the nature of the project, reviews background materials and information from various offices, selects a sample of jobs to study, and interviews people who work in, or know about, the occupation.

No two studies are alike. The kind of standards needed, the characteristics of the occupation, and the nature of problems vary. Butler sorts out these differences and tailors a plan to meet special needs of the project.

Occupational study sometimes results in only a classification standard (to establish grade) or only a qualification standard (to determine a candidate's eligibility), but usually both come out of the same study. The standard may be for an occupation found exclusively in one agency. Or it may be a "guide" for classifying a common function, such as supervision or research, found in many agencies and in a variety of unrelated occupations. On occasion, if the boundaries of an occupation are in question, the study may redefine the occupation or define a new one.

("Classification and qualification standards" are terms used primarily with occupations under the General Schedule. Factfinding is essentially the same in studies used to develop "job grading standards" and job element "examining guides"—terms used with Wage or Non-Appropriated Fund occupations.)

> Classification and qualification standards are products of careful, systematic, and patient studies of occupations. In this second of five articles describing how job standards are developed, we will look at an occupational specialist's research into the world of work.

Depending upon the kind of standards that will evolve from the study, Butler wants to learn facts such as:

☐What work is done? How is it done? Which tasks or activities are the most critical?

☐How do various career patterns in the occupation progress from one level to another? Why?

☐What are the similarities and differences in the work performed in different agencies?

—What specializations exist? Why should they be treated as specializations?

—How many levels of work are there? Why is one level more or less difficult than another?

—How many different kinds of work situations are there? Which are typical?

☐What are the common knowledges, skills, and abilities for the occupation?

☐What work behaviors help to distinguish superior workers from barely acceptable workers? What attributes or abilities show potential for the next higher grade?

☐What technological advancements have taken place since the last study? How do these advancements affect the way the work is done?

Bernice ferrets out and explores any problems or issues that might have a bearing on the study, for example:

☐Are there complaints about the current standards? Why? By whom?

☐Are there differences in grading patterns among agencies? Why?

☐Are minorities and women under-represented? Why?

Researching for Background Information

During the first few weeks of a project, to learn about the occupation and to get a better idea of the extent of study needed, she seeks background information from such sources as CSC's Standards Divison files, libraries, other CSC offices, agencies, and unions or professional organizations:

☐Standards Division files: The current standards; reports of previous studies in the occupation; inquiries, complaints, or problems about the standards; and statistical data showing the number of jobs at each grade and in each agency and the number of minorities and women in these jobs.

☐Libraries: Publications describing comparable non-Federal occupations; text-books; journal articles; college curricula; training programs; and computerized searching services such as the Educational Resources Information Center (ERIC), which may provide useful information, such as task analyses by State or local governments, reports prepared under Federal grants, and testimony before Congressional committees.

☐Other CSC offices: Information on special pay rates or hazard pay; recruiting patterns, special rating schedules, examining methods, hiring rates and needs; problems in interpreting and applying the current qualification standard or in finding qualified candidates; agency complaints or

problems in classifying similar jobs as determined through personnel management evaluations, appeals, requests for advisory classifications or studies; special interest of civil rights groups, EEO and upward mobility concerns; and matters relating to unions and labor-management programs.

□Agencies: Problems that personnel specialists might have with the current standards; the diversity of work and geographic dispersion of positions in the agency; possible overlapping of the occupation with a related series; technological and scientific changes that have occurred since the last standard was published; the similarity of jobs at different locations; and supporting organizational charts, program statements, and position descriptions.

□Unions or professional organizations: Comments submitted on such matters as the need to recognize new or emerging areas, the need for revising educational requirements to reflect new or changing academic programs, and frequently, reasons why positions in the occupation should be at higher grades.

From this background research, she can decide the kinds of jobs and the agencies to include in her initial field factfinding, some of the problems to explore, and the kind of information she needs from employees, supervisors, managers, and others.

When an occupation appears in a large number of agencies and locations, she selects a representative sample, considering such questions as:

—Which agencies requested the study or reported problems?

—Where are the jobs? Which agencies? How many at each grade level?

—What mixture will best represent a cross-section of agencies—large and small, military and civilian, highly centralized and decentralized, and those with different functions such as regulation, service, or research?

—Which geographic areas can be visited for optimum occupational coverage and travel economy?

—Are there reasons (such as extensive reorganizations, heavy workloads) why a particular installation or base should not be included? Can similiar jobs be found elsewhere?

She can confirm or modify the facts from the representative sample later during her nationwide review of the draft standards by interested agencies, unions, and CSC offices.

By the time she starts the field factfinding, the subject matter, terminology, and work processes of the occupation are sufficiently familiar to permit meaningful probing. For example, she can converse with people in the occupation about how the work is organized, how technical phases are carried out, and why one level of work is more complex than another.

Her factfinding—individual interviews are supplemented by group interviews, lists of tasks performed, job element lists, etc.—is structured from the standpoint that she knows most of the questions or problems to explore and designs study procedures to elicit answers. As the factfinding progresses, she continually evaluates the data and adjusts procedures to accommodate unanticipated questions or problems or to probe more deeply into unresolved areas.

Her primary sources of information are employees and supervisors who have first-hand knowledge of the work. She usually interviews employees at their work-sites so they can illustrate the work and work aids and demonstrate work products. When an interview must be conducted away from the work-site because of possible distraction or disruption to operations, she observes the work in progress to supplement the factfinding.

She also obtains information from other sources in the field by:

—Interviewing program managers about how work is done in the agency; about agency missions, program goals, and objectives; comparison to programs of other agencies; changes in laws; technological advancements; switches in program emphasis—regulatory to service, research to operations, etc.; other trends and their potential effect on the work.

—Interviewing agency specialists on position classification, recruitment and placement, training, labor-management, and equal employment opportunity.

—Analyzing agency training programs; guidelines such as laws and regulations governing the work; operational handbooks; and procedural instructions.

—Consulting employee groups, unions, or professional societies; representatives of State or local governments, private industry, schools and universities, accrediting and licensing bodies, etc., as appropriate to the occupation.

—Assembling panels of skilled workers or supervisors, who thoroughly know the work, to identify and evaluate the skills, knowledges, and abilities required.

CSC's Standards Division is now experimenting with computer job analysis. For example, in one of the new techniques, job inventory forms will be administered in groups. Data from the surveys are expected to help identify frequently performed tasks in various specializations. Intensive factfinding will then be conducted to determine the levels of difficulty, responsibility, and qualifications required.

Although agencies are required by law to provide information for CSC occupational studies, Bernice tries to conduct the study without disrupting their work. Most managers welcome the opportunity to participate so that the facts about positions in their organizations are fully considered in developing classification and qualification standards that will be used for their jobs. Insights of managers, supervisors, and employees are essential to the success of Bernice's study and the quality of the standards she writes.

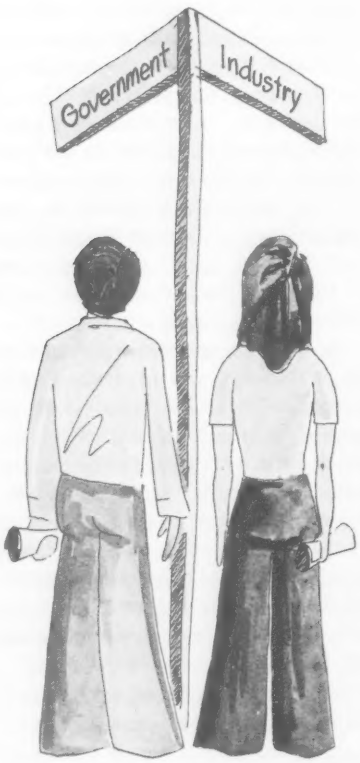
In the next issue, we will explain how Bernice analyzed information from the factfinding in developing draft standards that will be distributed to interested agencies, unions, professional organizations, CSC offices, and others.

—Jean Newton

public management program graduates

PUBLIC OR PRIVATE SECTOR BOUND?

by Jan K. Orloff



I WAS COUNSELING three students about job choices when the *Journal* called to ask me to share thoughts on some aspect of university-Government relations. With these students very much in mind, I said I'd discuss the outlook of public management graduates: whether these graduates will join the public service or be recruited instead into the private sector.

The students with me that day point to a phenomenon occurring with increasing and disturbing frequency among public management graduates.

One was a top student who returned to the Graduate School of Business and Public Administration after several years of work experience in a Federal agency. She always expected to return to Government after completing her 2-year program for an M.P.A. Instead she will join a private consulting firm.

She came to see me about the paradoxical position in which she had found herself with respect to two offers. One was from New York City's budget bureau. The other was from a consulting firm that has a contract with New York City to develop a financial management system for the budget bureau. As she explained her dilemma, not only was the consulting firm able to pay a substantially higher salary for work on the same issues that attracted her to the public budget agency, but she expected to have more influence as a consultant than as a staff member on the other job.

As she spoke more generally about her experience in interviewing at the Federal as well as State and local government levels, this student reflected that "Going back to school qualified me for the same grade level that I would have reached by now through promotions had I remained in Government. What is the incentive

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for additional training under that system? And what incentive do I have to return to Federal service?''

The second student's situation is somewhat similar. Despite attractive offers he received as a finalist in the Presidential Management Intern Program, he too will join a private organization rather than the Government. ''When I interviewed with consulting firms and other private sector organizations, I talked to the person who could make a firm offer, not only on salary but also on the substantive nature of my job. In contrast, in the Federal process I was shunted from program people to personnel. Program people who were able to talk specifically about what I might do could not assure me I'd get the job or specify the salary I'd be offered.''

The third student, also a Presidential Management Intern Program finalist, was baffled by his interviews with Federal regional offices in New York. ''I didn't expect them to go out of their way,'' he explained, ''although I did assume more interest in Presidential Interns. I *did* expect to have phone calls returned and to be notified of the outcome of interviews. When I finally called one agency to check my status 2 weeks after an interview, I was told it isn't agency policy to notify unsuccessful applicants for a position, because they may be considered for something else.''

This student contrasted his Government experience wih his private company dealings. The private company may create a position to tap his particular skills. Their courteous communications and candor about prospects in even preliminary, exploratory contacts were, as he told me, ''*so* different from the Federal Government, where I interviewed for a *specific* job, and they didn't even feel obligated to inform me I didn't have it!'' Although the student's aim is clearly a public service career, I would not bet on his beginning in the public sector. When he compares the professionalism and responsiveness of the private sector company with the slower pace and uncertainty of assignment in the public sector, I believe he'll opt, not unreasonably, for the organization that has most clearly signaled its interest in him.

Buffeted or Bolstered?

Talking to my counterparts in other universities, I find these are not uncommon experiences. There is a critical difference between the private sector's emphasis on recruiting the applicant and the public sector's laissez-faire system of placing the burden of locating openings—as well as formidable procedural barriers in pursuing them—on the prospective employee. Under these circumstances, it's hard to get good people, and if an agency does, the employee's morale and professional self-esteem have likely been buffeted rather than bolstered in the process. So they're off to a weak professional start, with reservations rather than esteem for the system in which they're working.

"And what incentive do I have to return to Federal service?"

I realize I am speaking of a fairly limited group: those management students who have entered programs—largely within business schools—in which the training provides both public and private sector options. I believe the problems we face in recruiting these students into public service may be shared by lawyers and other specialists who likewise have specific alternative fields for which their skills are in demand.

Some may argue that this is such a limited population that it does not warrant our concern. But as Scotty Campbell wrote in a recent *Journal* article, the last 5 years have seen a turnaround in which Government salaries have become more attractive, as has the security offered in a currently depressed job market. Campbell went on to say that ''We still want the best, and we want the successful applicants to come to work with a high morale and a certainty that they were right to choose public service.''

Repercussions of Current Hiring Practices

I think current hiring practices not only depress morale but also have broader repercussions that warrant concern. I'd like to cite a few:

1. Difficult entry discourages mobility between the private and public sector at a time when, as Commissioner Jule Sugarman has pointed out, the career civil servant may be obsolete. Sugarman has written that reorganization should ''facilitate more frequent movement into and out of the Federal service to avoid problems of boredom and alienation and to broaden perspectives.'' Unless entry is streamlined through reorganization, I think Government service is unlikely to capture the managerial talent it most needs.

2. Federal service should face up to the implications of increasing competition from consulting firms for public management students. Being courted by both a Federal agency and a consulting firm that has contracts with that agency is not a novel occurrence. I suspect that increasing use of consulting firms is, in part, a symptom of an agency's incapacity to respond quickly to shifting needs. Perhaps consulting firms are the most efficient approach to situations requiring expertise not continually required on a permanent staff.

But the increase in the use of consulting firms may also be a way of short-circuiting a complicated hiring process. Work patterns have changed. There is now a higher incidence of interdisciplinary problems, and of short-term intensive projects requiring teams representing a variety of technical and policy skills. I don't believe that we can rely exclusively on con-

sulting firms to meet these needs. We must have a hiring system that allows for quick assembly of such teams, often combining permanent and temporary people drawn from other agencies, private and public interest sectors, and academia. The same personnel systems that inhibit the entry of young professionals also operate to discourage innovative team-building within agencies, and that may be an even more serious problem.

3. Agencies have a stake in easing entry to the Federal service that goes beyond an interest in tapping the relatively small and specialized pool of management graduates deflected by a complex system and attractive alternative offers. One solution to the problem of morale may rest, as Campbell noted in his *Journal* article, "Running Out of Esteem?", with people whose career paths cover both public and private sectors. It is in the interest of Government to have people in industry with a background in public service. It is in the interest of business to employ people with experience in the public sector.

Given this perspective, it is important to attract public management oriented M.B.A.'s and M.P.A.'s who may at some time during their careers work for the private sector. If we can bring them in early, so that they develop an insight into the difficulties of the public process and can carry this insight with them into the private sector, we may well have a valuable asset in overcoming the distrust people in the private and public sectors hold for each other.

4. The difficulties of hiring also have implications for those *already* in Federal service. Separating responsibility for carrying out a task from the authority to hire the people who can help you do so creates a sense of impotence as well as actual inability to administer effectively.

This lack of authority can be a particularly hard blow for people who have made a lateral entry into the Federal system. Recently, a Cornell professor joined a new Federal agency where he assembled a staff. After several months' negotiations with an accomplished young attorney, the Cornell professor was elated that the attorney accepted the position. Believing that he had complied with all Civil Service Commission procedures in making the offer, and after the offer was accepted, he discovered that Commission approval of his choice could take several additional months. In the interim, his prospective employee accepted another job.

"...he compares the professionalism and responsiveness of the private sector...with the slower pace and uncertainty of...the public sector..."

"Amen Corner" for Reform

All of these observations, in a sense, simply constitute an "amen corner" for changes contemplated under the pending Civil Service Reform Bill. I believe that insofar as the Bill delegates hiring authority to the agencies, it will go far toward reducing the problems I've enumerated.

But reform of the system is likely to be a fairly lengthy process, and rather than counting on legislative reform, I'd like to think about what steps public management programs and the Civil Service Commission can jointly take now.

Bob Weinberg, director of Boston University's public management program, recently brought together a group of people who had in common their association with public management programs within schools of business. We met to discuss the unique problems in developing public management oriented students in the context of their highly attractive private sector offers. And we accepted some of the responsibility for directing people into public service.

As John Steinhart, Director of Administration for Stanford's Public Managmenet Program, observed, "We're not educating people well enough to think about the psychic rewards and to weigh those along with salary and other incentives." In short, schools share the responsibility of encouraging public service careers by demonstrating to students that some unique professional challenges and rewards lie in the direction of public service.

We need, then, a partnership between the Civil Service Commission and management schools in working to encourage students to enter public service. Part of that partnership may well include blunt counsel from the Commission, on occasion, that the number of jobs is limited, and that students should be oriented to State and local levels, rather than the Federal service. And while Federal agencies may not be able to do much campus recruitment given today's job market, they certainly can be invited to talk, to share some perspectives on emerging problems and programs at the Federal level.

Public or Private Sector—Where Do They Go?

The career paths of graduates on the public management track at the Stanford Business School provide an interesting profile of professional directions taken by the relatively new breed of students with management skills applicable in public and private sectors.

Last year John Steinhart reviewed present positions of graduates from the last 5 years. He found 180 1973-77 graduates in the public sector: 4 percent in international positions; 33 percent in Federal jobs; 10 percent at the State level; 9 percent in local government; 21 percent with nonprofit organizations; and 23 percent in public sector related consulting. Of this group, 74 were public management students who went into public jobs upon graduation; 47 were M.B.A.'s

(both "straight" business students and students officially in the public program at Stanford) whose first positions after completing their degrees were in the private sector, but who have since moved to public positions; and 59 were M.B.A.'s not in the public program who took public sector jobs directly after Stanford.

In his review, Steinhart discovered that Stanford graduates viewed public sector assignments as more complex and challenging. And for good reason. The people in the public sector, Steinhart found, generally had key positions sooner—they were in charge of more resources and carried more responsibility than their private sector counterparts. Stanford graduates in Federal jobs progressed rapidly, often advancing a grade per year. Given this promotion rate, the pay of public sector graduates caught up with and passed many private sector salaries.

Still, Steinhart comments, "The front-end difficulty of getting hired in the first place is a problem growing steadily more frustrating."

The "front-end" problem should not be underestimated. I suspect that the Stanford statistics are an anomaly accounted for by the extraordinary job Steinhart is widely acknowledged to have done in persuasively advocating public sector careers. He uses all the enterprise and imagination of an entrepreneur to create links between his students and potential openings. He annually scouts out agencies that are new or have new programs, and thus are likely to be experiencing spurts of activity that may offer particularly good "targets of opportunity." He also finds and follows energetic, bright managers in the Federal service who, themselves, stand out as good poeple and steers students to them. He has, by dint of great energy and dedication, personalized the impersonal and bureaucratic process of the Federal job search.

But John's energy, if not his commitment, is flagging. After 5 years of finding ways around, over, and through a complex civil service maze, John believes things are getting worse, not better, and he finds himself less enthusiastic about Federal service than in the past. In part, this stems from having unsuccessfully tried to institute changes to make the system more workable and accessible.

"Unless entry is streamlined... I think Government service is unlikely to capture the managerial talent it most needs."

The fact that the civil service equates 1- and 2-year public management degree programs in rating experience for GS level rankings, for example, discriminates against people completing more rigorous 2-year programs. It results in rankings that carry salaries well below offers that Stanford and other public management program graduates receive elsewhere. It is unfortunate, as John concludes, that it is "in spite of the civil service that graduates are presently going to work for the Federal Government."

One cannot always count on having John Steinhart in place to neutralize the difficulties of public sector entry. Nor can one expect people in such positions to remain positive about public sector employment without reforms that suggest the Government is willing to meet their efforts partway.

Problem Won't Go Away

The problem will become more acute as private sector interest in skilled managers with public sector sensitivities grows. The dispersion of the charter class of Yale's new School of Organization and Management may be a bellwether of this trend.

Yale's program was conceived and designed to address the need, in a world of increasing public-private sector interaction, for people who will move comfortably between the two. Yet only 30-33 percent of the first class appears headed for the public sector.

I believe it is cause for some concern that the majority of the first graduating class is headed for the private sector—partly, Yale's administrative director Jane Morrison believes, because public sector placement is so difficult and the the private sector so direct and effective in its overtures to Yale graduates.

In a report on launching Yale's new program, Dean William Donaldson wrote of his philosophy, which I believe reflects goals shared by other public management programs as well. His words suggest why we must be concerned with attracting management graduates oriented toward public service, even though the high overall demand for Government jobs may lull us into thinking that it is quite all right if this relatively small population of "public management types," with private as well as public options, goes elsewhere.

In fact, public management programs endeavor to provide a relatively new combination of skills vitally needed in the public sector. As Donaldson reflected in his report:

"On a number of occasions during the past year, I have referred to the fundamental tension within most public sector institutions that requires managers to cope with often conflicting pressures—pressures that demand efficiency in achieving institutional goals and yet require, simultaneously, a sensitivity and responsiveness to democratic process and constituent participation . . . These tensions are intensifying and their growth makes the discovery of better managerial responses a matter of urgency. We must attempt to design new management structures and try new ways of directing and leading the private and public institutions of our society. The failure to do so, in my view, constitutes perhaps the single greatest threat to our future as a Nation." CSJ

building a state around an ideal

THE PERSONNEL CONNECTION

by Brewster C. Denny
Dean, Graduate School of Public Affairs
University of Washington

OUR VERY SPECIAL system of government and governance places very special requirements on our personnel system—both in terms of its central goal, the work force we field to do the job, and the ways in which that work force is chosen.

That great British analyst of the responsibilities of the West, Barbara Ward Jackson, writing 30 years ago about the historic American decision to assume its full share of responsibility for world order, called the American people "the only people in the world who thought of an ideal first and then built a state around it." We *have* built a state around an ideal of government. The question before us in practical terms is how we give directive force and action to the ideal through a government work force that is chosen, motivated, trained, and assigned to discharge this trust.

Those of us who have called for major reform in the personnel systems of this country, and called for it so often and so stridently as to be relegated to the position of the common scold, are often misunderstood to have belittled the achievements of the system or to have impugned the quality of public employees. Not true. We believe that while there is much to criticize, there is much in which to take pride. The present low popularity ratings of public servants and a widely acknowledged malaise that has temporarily overtaken our institutions must not be allowed to obscure that record. The incredibly complex challenges facing the public servant and the public service can be met with confidence that a base has been built from which new and greater heights can be scaled.

Spotlight on Us

Few Presidential campaigns in our history have focused so much attention on the performance of our public institutions as did that of 1976. At few times in our history have those often arcane and boring questions of personnel and administration come so close to the surface of public understanding and interest.

Those of us who know the public sector well must grimace at the caricature of the underemployed time-serving civil servant. We should, however, welcome the public's interest in what we do and respond to the message—however unfair the rhetoric—and shape up. And we have a unique opportunity to do so. We are expected to do it. We have a President who has made it a high priority. We have constituents who demand it. We have tasks before our society that cannot be done without it.

The performance of those tasks depends on the quality of our society and the public policies and programs that express its will—and most of all, on the people who do the jobs. The failure to fashion and implement policies and programs that can meet the intractable problems of our time will be the failure of our society itself. So the stakes are high—they've never been higher. And the time is ripe for doing the tough job of improving our personnel systems.

I'm giving you this peptalk about the ripeness of the times because we must not let the chance slip by. Fortunately, President Carter and Chairman Campbell are determined that we *not* let the chance slip by. The proposals made March 2d for major

FROM keynote address before the Federal Personnel Management Seminar on March 14, 1978, in Seattle, Wash.

changes in the Federal personnel management system are bold, innovative, imaginative, and long overdue. They are technically achievable and technically sound. More important, they are politically achievable, especially if those of us in the business of improving the quality of public service in this country do our job.

Cleaning Up the Act Everywhere

The adoption and successful implementation of these reform proposals face significant obstacles. An important one will be the State and local government dimension. I don't need to remind anyone that most domestic Federal programs are intergovernmental when it comes to administration and implementation, and they often founder on the quality of the local and State government bureaucracies that administer them. Cleaning up the Federal personnel act will greatly help at the State and local government level.

I hope that President Carter's initiative in the personnel field will be followed by similar initiatives from leaders of local and State government. For I firmly believe that the tide may be running again in favor of merit.

For example, after a 10-year effort in the City of Seattle to bring about necessary changes in the city charter so that a merit system and affirmative action would be first "legal" and then possible, the voters last fall passed a comprehensive charter amendment. It requires a merit system and—I am proud to say—incorporates the merit principles of the Intergovernmental Personnel Act into the charter itself.

While the Federal Government is presently required by law to assure that State and local governments operate on merit principles, at least when spending Federal dollars, it has not in my judgment been either very effective or very vigorous in discharging this duty. The achievement of a Federal personnel system with the high merit quality that President Carter and Chairman Campbell have set as their central objective should give real impetus to strong movement in that direction in local and State government.

While I personally believe that the Civil Service Commission should vigorously use the authority already vested in it to bring local and State governments into conformity with merit principles, the example of a Federal system that is fully and aggressively merit-based itself will likely do more good than all the carrots and sticks of the Intergovernmental Personnel Act and related Federal requirements. Thus President Carter's historic initiative, effectively carried out, can have an important impact on the quality of all the governments in this society and, thereby, on the quality of the society itself.

Jefferson's Legacy

Thomas Jefferson was the first American President to turn his attention systematically to the question of the quality of leadership in this special type of society. In forming his first government in 1801—after taking care of the first difficult tasks of replacing the partisans of the previous administration—he said, with relief, we can now "return with joy to that state of things when the only questions concerning a candidate shall be, is he honest? Is he capable? Is he faithful to the Constitution?" While we would all correct the personal pronoun, we can agree that this is the real definition of merit.

Jefferson was also concerned about the education, development, and attraction to public service of the persons in our society with the greatest potential for service. "The natural aristocracy," he said, "I consider as the most precious gift of nature, for the instruction, the trusts, and government of society . . . . May we not even say that that form of government is the best which provides most effectually for pure selection of these natural *aristoi* into the offices of government."

We need not apologize for Jefferson's elitism. In fact, we should emulate it. The principal author of our American freedoms, and of the ideals of equality, set down the merit principle in its purest form and in association with its overriding public pur-

pose. Thus conceived, a merit system opens opportunity for the ablest. It also mandates affirmative action, which only a merit system can ever achieve. Such a merit system should operate, if it follows Jefferson's advice, in a society that offers superb educational opportunity to all those who can benefit from it, and then assures "the pure selection of these natural *aristoi* into the offices of government."

Personnel Initiatives

In this connection we should also hail President Carter and Chairman Campbell's initiative in establishing the President's Management Intern Program designed to attract the natural *aristoi* into public service. And we should exhort them to restore the Public Service Fellowship program to their budget, a program which has already helped to attract many great young people, including large numbers of minorities and women, to public service.

I watched President Carter's address to the nation at the National Press Club on March 2d in which he unveiled the dramatic and historic proposals for civil service reform. It was, I fear, characteristic of the interest personnel matters attract that the questions following his speech turned immediately to other matters—energy, the Middle East, the quality of the Carter administration, Hamilton Jordan, the coal strike.

But were they truly other subjects? Won't the energy problem be more tractable and nearer of solution if we field in the Federal Government and in local and State government a generation of public servants who are, in President Carter's words, "the best"? The slowness with which a new energy program has evolved, and the difficulty of articulating new and bold policies in this critical field, may relate principally to the inherent difficulty of the problems, to be sure. But the quality of all who must deal with these matters—citizens and civil servants alike—is the test our society must pass in the final accounting.

Limits of Growth

In recent years, articulate and scholarly studies and reports by Barry Commoner, the Club of Rome, and many others have popularized the notion that the world in general, and this society in particular, have very nearly reached the physical limits of growth. This thesis concludes that unless extraordinary measures are taken, these limits will soon be reached and the result will be chaos and disaster. My own personal optimism and faith in the power of knowledge and learning has led me to believe that this forecast—based on the extrapolation of present trends—can be proved wrong. We trustees of this globe can perform the obligations of that trust and avoid the disaster that the extrapolation of present trends clearly and inevitably portends.

My optimism, however, has been sorely tested by two recent great books—the late Fred Hirsch's *The Social Limits to Growth* and Rufus Miles' *Awakening From the American Dream*. Both these authors—in entirely different ways—argue that we will reach the social and political limits of our capacity to cope with technological and economic growth before we reach the physical limits. Rufus Miles, one of the greatest, most skillful, and sophisticated public administrators of the mid-Twentieth Century, puts it this way: "The ultimate limits to growth, in physical terms, are in energy, resources, technology, and the tolerance of the biosphere, but the more proximate limits are political—the limits to human capacity to design, manage, and accommodate to complex social systems. The United States and much of the rest of the world are much closer to the political limits than we realize."

Bureaucrats, executives, and educators dealing daily with the incredible hassle of interdependent relations in a complex society can well understand this point. Most of us spend 90 percent of our time on committee meetings, phone calls, hearings, turf and mission disputes, justifying our activities, in what I call the "repel boarders" function, and are lucky if we can spend 10 percent of our time on the substance of the job. The first building and still the most beautiful on the University of Washington campus was designed and built in less than 2 years, and its site—the best piece of land on the whole campus—was picked by the Regents when they decided to sit down and have a picnic lunch there. The average lead time, design time, site selection time, and construction time now cover more than 8 years. One project, on which I recently testified, has been under consideration since 1930, and its end is not in sight.

But I'm more optimistic than these sobering words indicate. I believe this special society can so design the process by which it trains and attracts to public service the ablest and most representative among us that we can stop short of the physical limits and political limits, avoid disaster, and, more important, improve the lot of all people. The task is surely no more difficult than those so successfully performed by Jefferson, Adams, Washington, Lincoln, Truman, Acheson, and Marshall.

Call to Leadership

President Carter has turned his personal attention to the quality of people who do the government's work. It is not expansive rhetoric to say that the successful adoption and implementation of the Carter initiative in personnel could prove the major achievement of his years in office. For the proposals are nothing less than a call to the quality of leadership needed in meeting the intractable problems of our time. It would be wise if those of us who work in the vineyards of the personnel business would keep our eyes on these lofty purposes and so perform our tasks that we do, in fact, fill the places of power and decision in this society with our best people—people of competence, honesty, and fidelity to the Constitution.

The task of building a state around an ideal is never-ending. We have a major opportunity to build even better. And we must, if we are to survive. CSJ

THE AWARDS STORY

Two New Awards

AWARD WINNERS: Norman A. Carlson, Director of the Bureau of Prisons (Justice), *left*, and Edwin C. Kilgore, Director for Management Operations at Langley Research Center (NASA), *center*, are first recipients of the new Roger W. Jones Award for Executive Leadership; *right*, Dr. Irene K. Fischer, who retired from the Defense Mapping Agency last year, is the first to receive the also-new Federal Retiree of the Year Award.

The Jones Award recognizes Federal career executives for their leadership and success in developing managers and executives. Career executives at GS-16 and above (or their equivalent in other pay systems) are eligible. Sponsored by American University, the annual award is named after an outstanding career executive. Jones' service has spanned several decades of service to four Presidents of both parties.

Carlson was nominated by Attorney General Griffin Bell for innovative impact in the field of corrections, including establishing 13 "halfway" houses and a network of correctional staff training centers, and for creating a new generation of young managers and executives.

Kilgore was nominated by NASA Administrator Robert A. Frosch for his work while serving as Acting Administrator for the Office of Aeronautics and Space Technology. He has led advances in program planning and manpower development, including the start of a system to identify and develop those with high potential for key executive jobs.

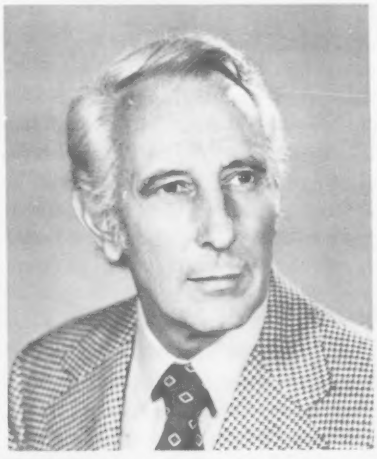
The Federal Retiree of the Year Award is sponsored by the National Association of Retired Federal Employees to call public attention to Federal employee contributions both in their agencies and their communities. Heads of Federal agencies submit nominations of Federal career employees whose performance has shown unusual merit and who have retired on an immediate annuity after 25 years of Federal service (which may include military service). The winner receives a plaque and $2,500 check at an annual ceremony that also honors the nine finalists.

Fischer, internationally recognized geodesist, was honored for advancing scientific knowledge about the earth's size and shape, resulting in more accurate mapping of the earth for defense and space programs.

For further information about the Roger W. Jones Award, call Ms. Whitney Steward, Assistant to the Dean, School of Government and Public Administration, American University, (202) 686-2372. To find out more about the Federal Retiree of the Year Award, call Robert M. Beers, Vice President, National Association of Retired Federal Employees, (202) 234-0832.

—Richard P. Brengel

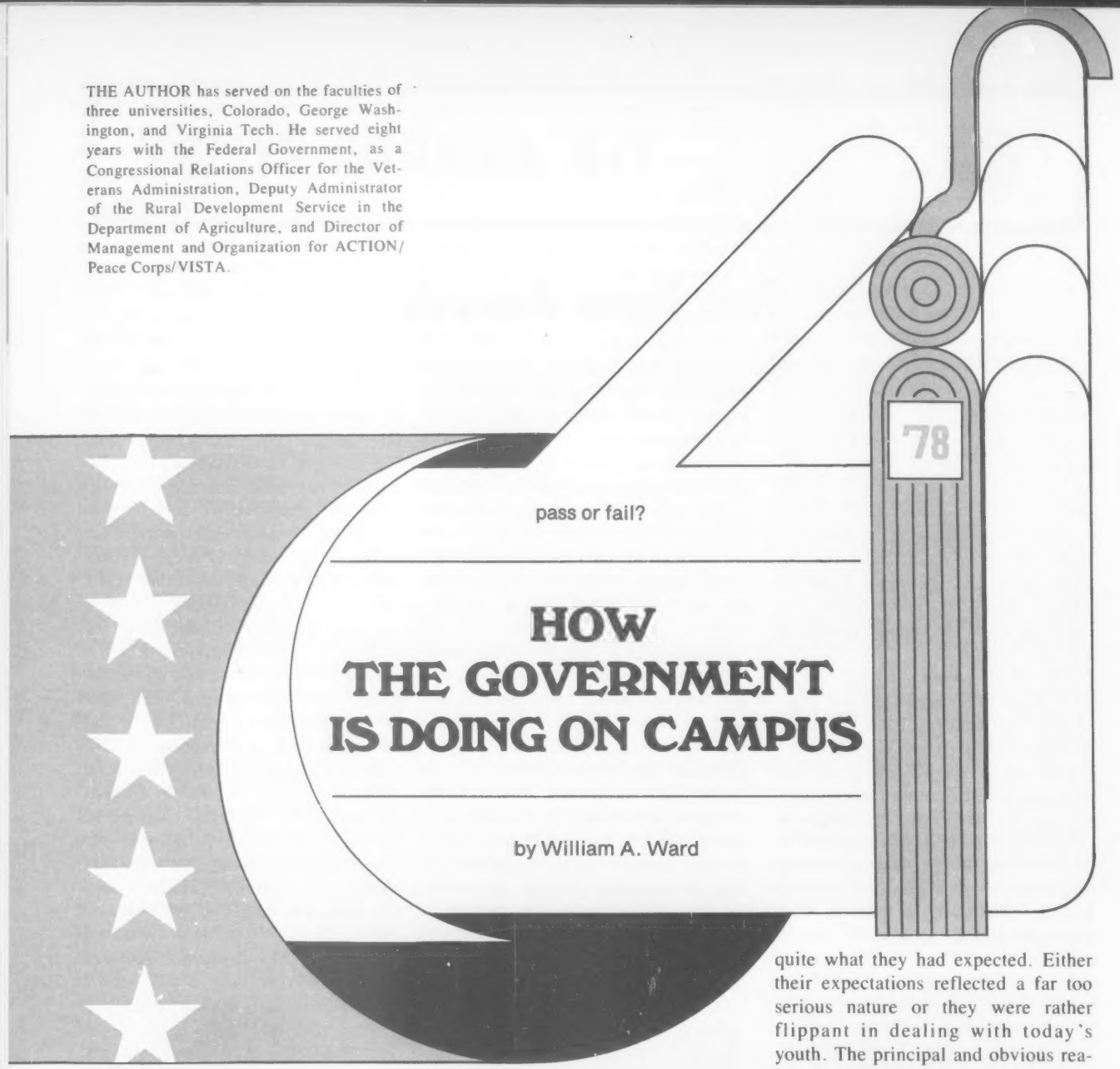
Norman A. Carlson



Edwin C. Kilgore

Dr. Irene K. Fischer

THE AUTHOR has served on the faculties of three universities, Colorado, George Washington, and Virginia Tech. He served eight years with the Federal Government, as a Congressional Relations Officer for the Veterans Administration, Deputy Administrator of the Rural Development Service in the Department of Agriculture, and Director of Management and Organization for ACTION/Peace Corps/VISTA.



pass or fail?

HOW THE GOVERNMENT IS DOING ON CAMPUS

by William A. Ward

HAVING had the opportunity to observe various aspects of relationships between universities and the Federal establishment, I would like to discuss some serious concerns over those relationships, and offer some alternatives for consideration.

One key concern is Federal recruiting on college campuses. For some years now, we have observed Federal recruiters from the Civil Service Commission and other agencies visiting campuses to do preliminary recruiting for Federal jobs. In most cases, these recruiters have been men and women in their thirties and forties, with rather lengthy Federal service. Traditionally, they come from the personnel office at their parent agency.

Recruiters Need To Be Better

The first apparent problem is that they are unprepared for the campus environment. Most are somewhat surprised at what they find. Young college and university students are not quite what they had expected. Either their expectations reflected a far too serious nature or they were rather flippant in dealing with today's youth. The principal and obvious reason is the vast difference in values that these various people hold. Interviews are somewhat strained by these value variances, and are usually carried out rather perfunctorily, leading to dissatisfaction for both interviewer and interviewee.

In addition, the format of these interviews is often confusing to the students. In most cases the interviews seem far too mechanical. Students report that the interviewer often seems detached and bored with the proceedings. And interviewers don't explain fully how much time Federal

hiring practices require. When students compare these to job interviews and procedures of private employment, they get the distinct impression that the Federal Government is too bureaucratic and not to their liking.

The followup procedures after campus screening and interviewing are even more time-consuming. Students have spoken of waiting for 90 or 120 days with no further contact from the interviewer or the agency. This has in some cases generated false expectations and very bad impressions.

The Federal personnel interviewer is not properly prepared for his or her tasks. Many students report that they did not get a clear explanation of the relationship between the PACE exam and Federal hiring procedures.

How To Improve Campus Visits

Since campus visits are primarily filtering and screening efforts, the Federal Government might consider changing its recruiting visits to something similar to those of the C&P Telephone Company. C&P in recent years has been sending recently hired young graduates back to their campuses to do this filtering and screening. This has several advantages.

First, their value structure is not in sharp contrast. This allows for much better rapport. It gives young people with basically the same concerns an opportunity to discuss issues and compare findings on an equal level. The tendencies for mechanical and perfunctory interviews are neutralized to a large extent, and a more satisfactory experience for both interviewer and interviewee results.

Second, it is surprising how well the recent graduate interviewers are able to ferret out accurate and complete information about applicants. Most important, however, is the ability of the younger interviewer to place the correct emphasis and importance on the applicant's record and extracurricular activities. Most of the older and traditional interviewers used by various Federal agencies appear to emphasize and value activities that on today's campuses are not completely integrated into campus or student life. These sorts of traditional conceptions often result in the Federal recruiter misinterpreting a prospective employee's values and attitudes, leading to problems after the applicant is hired.

PACE, Co-Ops, and Peace Corps

Another key concern is the PACE exam. Let's honestly face up to the fact that the PACE is not sufficient to adequately test college seniors and recent graduates. It should be replaced. The content, format, and structure of PACE are disadvantageous to the recent college-trained individual, who is unlikely to have the experience in the work-a-day world that would allow one to do well on the PACE.

Two other areas of concern are related. They are recruitment of co-op students, and recruitment of graduates who served in the Peace Corps. Most agency recruiters are either unaware or tend not to stress the noncompetitive eligibility of both categories. This noncompetitive status can work to both the individual's and the agency's advantage, in that it lessens the procedural difficulty of recruitment.

(*Ed.'s Note:* ACTION and VISTA volunteers now have the same noncompetitive eligibility. See p. 2)

Another issue with regard to the co-op program is the recent difficulty in placing these students. A co-op student normally spends 15 months serving in the agency during his or her academic training. This affords both the student and the agency an opportunity to assess skill development and to adequately train the student for an intended position.

However, I recently have had occasion to counsel several co-op students who reported very little effort or concern by their training agencies in helping them locate permanent positions upon graduation. The GAO appears to make a sincere effort and is most helpful to the students regarding placement. DOT is an example of the other end of the spectrum. Co-op students report that after 15 months' service with various DOT agencies or branches, communications have been poor and little effort has been made to help them locate suitable jobs. Several students reported that as graduation approached, their chances of finding suitable employment diminished because of a lack of concern and interest by the training agency. They were left with the "hidden agenda" of "nice having you around; but, we can't use you, so try another agency, etc."

The co-op program is not designed to provide Federal agencies with cheap temporary employees, and it should not be treated as such. Students who co-op do so with sincere and earnest interest and intentions, and agencies should respect these needs and desires for professional training and subsequent employment.

Veteran Preference

My last concern regards veteran preference. Many students and recent graduates have discussed with me the difficulty they encountered seeking Federal employment, and being frozen out due to veteran preference. The issue here does not concern the younger Vietnam veterans who are entitled to special consideration under the Vietnam Veterans Readjustment Act, or the disabled veterans, but rather the "double-dippers" and older World War II and Korean veterans. Many times students have located suitable positions, or have tried to be placed from the PACE roster, only to find themselves frozen out by a military retiree claiming veteran preference or an older veteran using veteran preference many years after military service.

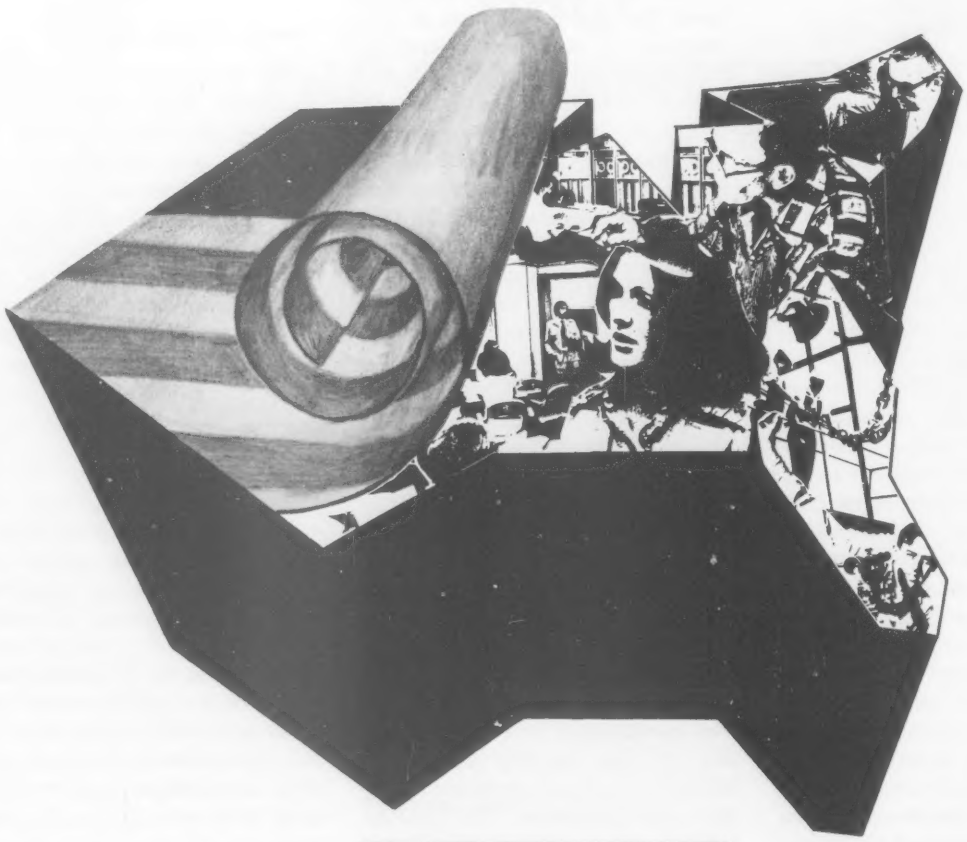
My goal in this article has been to view from a student's perspective the issues and concerns common to relationships existing between universities and colleges and the Federal establishment. For a successful partnership to exist, all parties must not only consider what they can get out of the relationship, but what impact their actions will have on their partners. CSJ

Who is right when Federal authority and States' rights conflict over public employment issues? The judge in such matters is very often the Supreme Court. Such was the case when the National League of Cities argued that it was unconstitutional for Congress to extend Fair Labor Standards Act coverage to State and local public sector employees. The Supreme Court's answer on this and other Federal vs. States' rights matters, Rubin says, may swing the pendulum of power to the States. If so, what is this saying to Federal managers?

a changing field of battle

STATES' RIGHTS AND PUBLIC EMPLOYEES

by Richard S. Rubin



THE AUTHOR is Associate Professor and Director of the Midwest Center for Public Sector Labor Relations at the School of Public and Environmental Affairs, Indiana University, Bloomington, Ind.

PUBLIC EMPLOYERS and employees are now feeling the impact of recent United States Supreme Court rulings, and a growing number of high court decrees are shaping public sector labor relations in Federal, State, and local halls of government. These broad-ranging decisions are affecting the practice of political patronage, regulations on hours and wages, and due process protection for public employees.

The Supreme Court ruled that a public employer may dismiss an employee because he or she does not live within the city limits; that employers may discharge police officers and firefighters because they have violated rules on hair length; that nonpolicymaking public employees can no longer be discharged because of their political affiliation, a common practice under the patronage system.

Implications of League Decision

But perhaps one of the most far-reaching decisions deals with the battle between Federal power and States' rights over regulating employment practices for State and city workers. A recent Supreme Court decision swung the pendulum of power to the States, giving them more autonomy in determining employment practices. The impact of *National League of Cities et al.* v. *Usery* (96 S.Ct. 2465, June 24, 1976) has changed the relationship between the Federal Government and the States. In fact, a new Federal law that went into effect January 1 may be challenged on the grounds of the *League* ruling. The law, P.L. 94-566, extends unemployment compensation coverage to employees of State and local governments. In light of the *League* decision, it may be claimed that the law infringes on State sovereignty.

A more important ramification of the *League* decision may be to kill the idea of Congress ever passing a national collective bargaining law for all public employees. Such a law may clearly be found unconstitutional in light of the *League* decision favoring States' rights over Federal power.

In this case, the National League of Cities had argued that it was unconstitutional for Congress to extend Fair Labor Standards Act coverage to millions of public sector employees. Extension of the Act would have required public employers to pay them a minimum hourly rate and one and a half times their regular rate for over 40 hours worked during the week.

The League claimed that the extended coverage had the practical effect of including nearly all 11 million State and municipal employees under its provisions and that such control of State and local government by the Federal Government was unconstitutional.

In support of its assertion, the League cited the 10th Amendment to the Constitution, which states: "The powers not delegated to the United State by the Constitution nor prohibited by it to the States, are reserved to the States respectively or to the people."

The League also argued that the cost of such an extension of coverage would be $1 billion to be paid by the taxpayers.

Commerce Clause

Congress had extended coverage of the Fair Labor Standards Act on the basis of the commerce clause of the Constitution, which gives the Federal Government the right "to regulate commerce with foreign nations, and among the several States, and with Indian tribes."

• Did the U.S. Supreme Court decision in *National League of Cities* v. *Usery* close commerce power to Congress over the States? Is the Federal Government now constitutionally forbidden to regulate any aspect of State employment? Absolutely not. As we will see by examining the Secretary of Labor's interpretation of the decisions, later court decisions, and the *League* decision itself, Federal regulation of public sector employment is still possible under certain conditions.

Within the *National League of Cities* decision, the Supreme Court left open the application of the commerce clause under certain conditions. It specifically noted that the *League* decision did not overrule an earlier decision that had upheld the constitutionality of Congress imposing a wage freeze on State and local government employees under an emergency. The Court found this earlier decision "quite consistent" with the *League* decision in that it imposed only a temporary freeze "occasioned by an extremely serious problem which endangered the well-being of all the component parts of our Federal system . . . ."

Key to Interpretation

How should the *League* decision be interpreted? To which State and local government activities does it apply? Much hinges on the phrase "integral operations in the areas of traditional governmental functions."

The Secretary of Labor said in early 1977 that he will not attempt to apply the Fair Labor Standards Act's minimum wage and overtime provisions to "integral operations of States and their political subdivisions in areas of traditional government functions." As stated in the *League* decision, schools, hospitals, fire prevention, police protection, sanitation, public health, parks and recreation are examples of traditional governmental functions and thus these employees are not covered by the minimum wage and overtime provisions. Operation of a railroad by a State is the only example of a nontraditional governmental function.

The general directive of the *League* decision is clear: to allow State and local government to develop their own minimum wage and overtime standards, and to continue such practices as:

—Giving employees compensatory time off for overtime worked rather than paying them time and a half for overtime.

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—Hiring teenagers at lower salaries than the Federal minimum wage for summer work.

—Using volunteers in fire departments.

But does the *League* decision mean the Federal Government can no longer regulate any aspect of State and city employment? Decidedly not. Although the *League* decision invigorated State sovereignty over employment practices, recent court decisions limited this power.

—Congress may still extend the Civil Rights Act (Title VII) to State and local government employees despite the States' claim to sovereign immunity under the 11th Amendment.

—The Equal Pay Act and the Age Discrimination in Employment Act still apply to State and local government employees according to recent Federal court decisions.

Questions for the Future

However, several questions remain unanswered in light of the *League* decision. Will the recently enacted P.L. 94-566 be challenged on the grounds that it infringes on State sovereignty? This law extends unemployment compensation coverage to employees of State and local governments. Another question concerns congressional proposals to oversee public employee pensions in a manner similar to that provided for the private sector under the Employee Retirement Income Security Act. Would such a program be constitutional if it were enacted?

A large number of public officials believe that unemployment compensation coverage for public employees and public employee pensions are constitutional, and will not be struck down by the courts. However, these officials disagree over how a court would rule on the constitutionality of a national collective bargaining law for State and city workers.

One U.S. lawmaker predicts that the *League* decision will probably prevent Congress from passing a direct collective bargaining law for State and city employees. However, the Public Employment Department of the AFL-CIO argues that the *League* decision did not decide or directly present any question of the right to collective bargaining. The Public Employment Department says the *League* decision was carefully confined and strictly limited to the Fair Labor Standards Act as applied to the particular facts then before the Supreme Court.

It remains to be seen if challenges will arise from the law extending unemployment compensation coverage to all State and city employees. And it is still unknown whether the *League* decision has sounded the death knell for a national collective bargaining law for all public employees. CSJ

IS THERE A FELLOWSHIP DOCTOR IN THE HOUSE?

Rx

CSC is sponsoring two new fellowship programs to strengthen the relationship between government and the public administration academic community. The programs share two common goals: to attract top-quality public administration graduate students into research in public personnel management, and to improve the state-of-the-art so that Federal, State, and local personnel practitioners can have access to new information and ideas.

One program is being funded through the Intergovernmental Personnel Act and administered cooperatively by the National Association of Schools of Public Affairs and Administration (NASPAA) and the National Association of Counties (NACo). Under this Public Personnel Administration Fellowship Program, five doctoral candidates were chosen in April as the first fellowship recipients.

All five studies are expected to be completed by October 1979.

Under the second new program, CSC will hire up to five doctoral candidates, each for as long as a year, to write their dissertations on research topics relevant to Commission interests. At presstime, these Fellows had not yet been selected, but finalists are expected to begin work in 1978.

BETTER PUBLIC MANAGEMENT THROUGH BETTER UNIVERSITY-GOVERNMENT RELATIONS

by Miriam Ershkowitz

FOR A LONG TIME we knew that public management, to be completely effective, needed all the help that both universities and government could give it. We knew it, but it wasn't until the mid-1970's that we took significant steps to follow through on that knowledge.

One area that needed our mutual attention was that of entry into the Federal career service of graduates holding Master of Business Administration and Master of Public Administration degrees. The schools producing M.B.A. and M.P.A. graduates, and the Federal program managers and personnel directors who so desperately need what the graduates have to offer, had to get their heads together on this important issue.

This we have done, both informally and in a number of meetings bringing together Federal officials and members of two academic consortia—the American Assembly of Collegiate Schools of Business (AACSB) and the National Association of Schools of Public Affairs and Administration (NASPAA).

From Civil Service Commission staff and Federal officials, including program managers and personnel directors, we have learned what it is that our graduates must do to enter the Federal career service where, once in, they can make a significant contribution to public management. We have received many new ideas for curricula changes and for counseling our students about their future employment.

Program managers, agency personnel directors, and other Federal officials have certain perceptions of the kinds of skills and knowledge they look for in M.P.A. and M.B.A. graduates entering public service. These perceptions are valuable to graduate school faculty because we need to know how our curricula are evaluated by those on the firing line, so to speak, when our graduates apply for jobs. In the past, academicians engaged in public management education often lacked the opportunity to engage in such meaningful dialogues with Federal officials.

We have worked cooperatively to effect change. Here are some of the steps taken to promote better public management through better university-government relations:

THE AUTHOR is Director of the M.P.A. Program and Supervisor of the Public Management Executive Development Institute at Temple University, Philadelphia, Pa.

☐There now exists a graduate co-op (work-study) program modeled on the undergraduate program, with some minor changes. Potentially, this can provide for as many as 10,000 graduate internship-like positions each year for graduate students, including those majoring in public management.

☐President Carter signed an Executive order that began a more formal internship system called the Presidential Management Intern Program, and the first group of Interns has been selected. (*Ed.'s Note:* See article on p. 7 for full story.)

☐Arch S. Ramsay, Director of USCSC's Bureau of Recruiting and Examining, has instructed Commission examining offices to give greater weight to graduate education in evaluating the qualifications of applicants for three types of GS-9 positions:

—Where ability to progress to more responsible positions is more important than current ability to perform a set of duties.

—Where analytical and evaluative abilities are important and a knowledge of quantitative analysis is needed.

—Where knowledge of current management concepts, theories, and

techniques is more important than experience in a narrow field.

It is interesting that Federal officials often seek graduates who have the full range of managerial skills and knowledge, and in addition who can write well, who are verbally articulate, who can tolerate ambiguity, who know when to assume a leadership role and when to remain in the background. We can give them this winning combination with the M.P.A. and M.B.A. students we turn out.

□The Commission's Bureau of Policies and Standards has revised its forms to allow job applicants to document more fully the skills and knowledge they obtained as a result of their graduate education in public management. And the Commission has renewed its interest in doctoral-level research on significant public management questions with a series of professional positions available at the Commission. (*Ed.'s Note:* See p. 26 for more information on this.)

Much more needs to be done. Regular series of meetings among university representatives, Federal program and personnel officers, Commission personnel, and graduate students should be organized throughout the nation to enhance mutual interaction. Student input is vital. It will be important to "track" the career patterns of the Presidential Management Interns and the public management graduate co-op students, and to interview them over time to get their assessment of the value of their education for public management careers.

Clearly, it is too early to assess the impact of all the programs described here. It may be that with experience, significant modifications will take place.

We do know, however, that academicians and students need to play a greater role in policy making in these areas. And they need to constantly refine the process of input into this system, both formally and informally. Better public management requires this effort. Better university-government interaction can ensure its success. CSJ

I Was a Faculty Fellow for the EPA

One day I was Director of the Master of Public Administration Program at Temple University, and the next day I was Management Aide to the Deputy Regional Administrator of the Environmental Protection Agency's Region III. I went back to Temple after a year with a new appreciation for complexities of protecting the environment, plus some useful "hands-on" experience.

The program that let me do all this while on leave from Temple, operates under the aegis of the Intergovernmental Personnel Act of 1970. It authorizes temporary personnel interchanges between the Federal Government, State and local governments, Indian tribal governments, and higher education institutions.

Since May 1971, 2,000 academicians from more than 400 colleges and universities have accepted temporary appointments to Federal agencies, and 400 Federal employees have gone to the colleges and universities. Most assignments are for 1 year, as mine was, but they may extend to 2 years, with renewal for another 2 years possible.

An example of the way the program works, going in the other direction from mine— from Federal agency to university— is found in Mark Travaglini. An assistant editor in HEW's Office of Education, (OE), he is now on temporary assignment as Special Assistant to the President of Northland College in Ashland, Wis., where he works on EEO and environmental impact and serves as liaison within the academic community.

Travaglini says his assignment lets him see in action the programs that the Office of Education is supporting in the colleges and universities. He looks forward to taking back to OE useful information on the role of the small college in higher education and the impact of OE programs on small colleges.

Federal managers and academicians are encouraged to arrange assignments on an individual basis, as well as through the established program. CSC regional offices, its Office of Faculty Fellows and Personnel Mobility, mobility coordinators in each Federal agency, and the International Personnel Management Association can help managers who need guidance.

A directory providing additional information is available from the Office of Faculty Fellows and Personnel Mobility, Bureau of Intergovernmental Personnel Program, U.S. Civil Service Commission, Washington, D.C. 20415.

—Miriam Ershkowitz

PERSONNEL RESEARCH ROUNDUP

New Approach for Speedier Referral

It takes time and patience to fairly and thoroughly consider the hundreds of personnelists who may qualify for a job in the Federal Government. So, a computer-assisted evaluation and referral system will soon be used to do the job faster, with better quality referrals, for less cost.

The system is called PERSCAAN (Personnelist's Evaluation and Referral System through Computer-Assisted Analysis). It grew out of a request from the Federal Personnel Administration Career Board to CSC's Personnel Research and Development Center. The Career Board, a group of agency personnel directors concerned with career development of Federal personnelists, wanted a job-related performance measure that could be used with the automated personnel record system called FACS (Federal Automated Career System). Since FACS contains information on the experience of about 9,000 personnelists, and about 800 personnelists covered by this system change jobs every year, the Career Board recognized that an improved system would be of considerable benefit as a referral source.

Until now, there has been no basis for the comparative assessment of the performance of employees doing comparable types of personnel work in different agencies. The new system required some method of ensuring that an employee rated average in an area of work in one agency would also be rated average in that area in another agency.

How It Was Done

Because the system would cover people in many organizations, a single study would probably not have provided an adequate sampling of work behaviors. Therefore, a "multiphase" research procedure was designed. In this procedure, one study is done to establish the basic validity and reliability of the performance measures for initial use. This initial use, in turn, provides information to evaluate and further improve the system.

The first phase of this study determined the comparability of personnel work in different agencies. First, over 600 statements detailing the kinds of behavior involved in doing good, bad, and satisfactory work were collected from a representative sample of personnelists. Each statement was then categorized by performance area. Next, personnelists from several agencies assigned a number to represent the quality of performance described in each statement. Statements demonstrating the highest effectiveness were assigned a seven, the lowest a one.

Only those statements on which the personnelists generally agreed were retained. This assured that personnelists in different organizations saw the performance areas and behavioral statements as being comparable.

The categories and behaviors found to be comparable formed the basis for the rating scales. Good, satisfactory, and poor performance in each area of work were defined by the behavioral statements that served as bench-marks for rating individual performance. In the actual rating process, the rater writes behavioral statements describing the work of the person being rated, and the descriptions are compared to the bench-mark statements.

Two types of rating forms were tested: one for self-assessment and the other for an assessment made by someone familiar with the work of the employee being assessed (e.g., a supervisor). We found that the most accurate assessor of performance was the person being assessed.

The Next Steps

The work described above forms the basis for putting the system into operation. This summer, we are planning to send the self-assessment forms to personnelists to complete and return. After the information is in the system, an agency with a vacancy will designate the types of performance important to the job when submitting its request. The computer will then match the information on the request with candidate assessment information to identify a group of candidates who have the needed skills.

In the initial phase, as part of the self-assessment process, many new behavioral statements will be produced. These new statements will then be analyzed to review and improve the rating scales, and make needed revision after a year of opera-

tion. Later revisions should be made as a normal part of keeping the system current.

The approach described can, of course, be used for referrals in other occupations, but data generated by such a system have uses beyond merely referrals. For example, the behavioral statements collected Government-wide can provide comparative information on the current content of work in an occupation. The statements could also be used by agencies to determine training or organizational needs, or to appraise effects of organizational changes. In the long run, these additional uses may have more value than employee referral.

— *Charles N. MacLane*

Good Writing...Good Management

Zero-Base Gobbledygook

Bureaucrats have a reputation for writing gobbledygook. The need for clear writing in government was highlighted by a recent news article concerning a Department of Energy survey. Only 8,000 of the 15,000 questionnaires requesting information on prices and profits were returned by gas station owners and operators. According to the report, "Even though response was required by law, many operators refused, delayed, *or said they simply could not understand the questions.*"

This story might not have happened if the writers of the questionnaire had read Jefferson Bates' new book, *Writing With Precision.* Bates, a one-time writer with NASA, believes that Murphy's law applies to writing. That is, if something can possibly be misunderstood, it will be. Precise writing can help eliminate misunderstanding. According to Bates, "Communications breakdowns—or worse yet, total lack of communications—are probably the greatest causes of problems in both government and business." So, say what you mean to say.

Clear writing is good economics. Costs are paid in time and money. Time to research, write, and rewrite. Time to edit, type, and proof. Money to print and distribute. The cost of each typewritten page, according to 1976 figures, is between $6 and $10.

Good writing is easily recognized, but you may not be sure what makes it good. Here are some basics of clear and useful writing.

—Be concise. Keep sentences and paragraphs short.
—State your purpose clearly.
—Get straight to the point.
—Be specific; avoid abstractions.
—Know your audience.
—Write to be understood, not to impress.
—Use the active voice. Put action in your verbs.
—Weed out unnecessary words, phrases, and ideas.

What's the quickest way to improve your writing? According to Bates, it's the use of the active voice. "Nothing else you can learn will do so much, so quickly, to improve conciseness, readability, and precision." Government writing is too often in the passive voice, so there are plenty of opportunities for you to exercise this skill.

Good editing is important too (and everybody has to be an "editor" at some time or other). It improves clarity and accuracy and can reduce *average* sentence length by 25 percent. Bates cautions editors: "It is emphatically NOT your responsibility to make changes for the sake of change, or because of your own personal preferences (or prejudices)." Here are a few guidelines to good editing:

—Make sure the reader is given all necessary information (who-what-where-when-why-how) in the clearest, most logical, and most orderly arrangement possible.
—Catch all errors in grammar, punctuation, and spelling. Check definitions and quotations.
—Watch out for double or ambiguous meanings and unconscious humor.
—Don't introduce errors under the guise of making the writing easier to read and understand. Easy reading isn't much help if it is incorrect.
—Don't permit unnecessary technical jargon, abbreviations, acronyms, or other technical shoptalk. Although they can save time and space when properly used, they may confuse readers.

Good writing (fine-tuned through good editing) can help you write memos, letters, regulations, and, maybe, even your own ticket to success.

— Jean Mac Farland

PUBLIC MANAGEMENT RESEARCH IN THE FEDERAL GOVERNMENT

by Frank H. Sandifer

CONCERN with managing government has lead to a growth of interest in public management research. The sheer complexity of government today underscores the need to improve its ability to respond to citizens' needs. The watchwords of the day—effectiveness, efficiency, productivity, responsiveness, accountability—all boil down to a determined push for continuously better government management.

Critical to making these improvements are research and development aimed at expanding knowledge of the process and techniques of managing in the public sector, and developing new management methods. A better understanding is required of what research is needed, what research is being carried out and supported by Federal agencies, and how the government's ability to meet future research needs can be enhanced. There are, however, two obstacles:

1. There is no existing source of comprehensive information on public management research, i.e., how much research is being conducted, at what cost, for what purpose, and by whom.

2. There is no established method of effectively connecting the principals involved in public management research—no continuing process for linking government and the research community.

CSC has a clear responsibility for improving management in the Federal Government as well as in State and local governments. In keeping with that responsibility, CSC's Bureau of Intergovernmental Personnel Programs sponsored a study of public management research conducted or supported by Federal agencies.

The study, contracted out to the Public Services Laboratory (PSL) of Georgetown University, was conducted in late 1977 and early 1978. Its purpose was to seek answers to such questions as: How much research on the process of management goes on in, or is supported by, Federal agencies? For what purposes? What priorities of management are addressed by the research? How is information about the research and its results collected and disseminated?

THE AUTHOR is Assistant Director of the Public Services Laboratory of Georgetown University. In addition to collaborating on the study of public management research, he has served as project director of recent PSL projects on personnel management and productivity in city governments.

To make identification of specific kinds of management research efforts easier, PSL settled on seven major elements of public management research. These were:

—Personnel management (other than work force planning and collective bargaining).

—Work force planning.

—Collective bargaining and labor-management relations.

—Productivity and performance measurement.

—Organization/reorganization.

—Financial management.

—Evaluation research and program and management audits.

Three basic methods were used to gather data for the study:

1. Searches were conducted of several computer-based information systems, including the Smithsonian Science Information Exchange, National Technical Information Service, Defense Documentation Center, and NASA reference service.

2. Selected Federal agencies were asked for information about their expenditures for public management research, and the 10 most important projects in their agencies.

3. Personal and telephone interviews were conducted to obtain

supplementary and clarifying information.

After the initial inquiries were made, it became clear that these methods would not yield comprehensive information on either the size or nature of public management research. It was evident, however, that the amount of research on the management process, as distinct from research on agency or program policies and problems, is a small share of Federal agencies' budgets, even of their research budgets.

Absence of reliable data on research costs required the use of a constructive analysis approach, based on figures for other types of research, agency estimates, budget information, and survey responses. This process led to "best guess" approximations for FY 1977 of a $476 million total for management research, and $47 million, within that total, for *generic* research on public management. This second figure is especially important because it is generic research—research into the management process that would have general applicability—that is more likely to advance the "state of the art" of public management. While the approximations do not represent hard numbers, they do reflect the small portion of Federal agency budgets for research and development devoted to the management process.

One interesting result of the inquiry to 11 Federal agencies was identification of major, or most important, public management research projects. Three elements of management stood out as apparent priority areas: *financial management* (especially in an intergovernmental or subnational context), *productivity and performance measurement,* and *personnel management.*

As a key part of the study plan, some 25 representatives of Federal Government, universities, associations of college and university officials, associations of State and local government officials, and other organizations were invited to join PSL and CSC on an Advisory Group.

Its purpose was to help review the project staff's assessment of the status of public management research, and to suggest how to provide better information-sharing on research and results, ensure periodic assessment of public management research needs and priorities, provide better focus and direction to the Federal Government's research on public management, and establish and maintain stronger links between the government and academic research communities.

Four of the major issues addressed by the Advisory Group were:

☐ *Leadership and focus*—There is no clear statutory authorization for any agency to concentrate its research on management techniques. No agency has been assigned major responsibility for such research. Furthermore, there is a marked imbalance between research for formulating program policy and research on management per se. Perhaps the greatest difficulty is that there is no real incentive to manage better, and little prestige to be gained from undertaking hard analytical work that not only is difficult but is possibly disruptive.

☐ *Information and dissemination*—Several basic problems exist: (a) There is no reliable source of comprehensive information on public management research; (b) the statistical basis that would facilitate research is seriously deficient for many public management problems; (c) performance measurement criteria and techniques have not been adequately developed and tested to permit assessment of management capacity or evaluation of management methods; (d) there is no established method for ensuring adequate dissemination of information.

☐ *Research agenda*—There is general agreement on the need for new research on public management, but less agreement on a research agenda. At present, there is no established mechanism to define a research agenda on public management, formulate priorities, or ensure recurring review of research needs and completed research. However, there was considerable agreement in the Advisory Group on the relative importance of a number of management issues and topics.

The ten highest-ordered topics could represent a rough agenda for research:

1. Managing under conditions of scarcity.
2. Motivating public managers and understanding managers' incentives.
3. Multiple-organization delivery systems, especially policy development and managing the organizations.
4. Processes of policy formulation and policy management.
5. Development of a framework for public financial management.

6/7. Constraints on decisionmaking.

6/7. Development of methodologies for measuring the effects of innovations.

8. Exploration of the similarities and differences in public sector and private sector management.
9. Management control: comparison and historical documentation of PPBS, MBO, OD, ZBB.
10. Use of the private sector for delivery of public services.

☐ *University involvement*—The PSL review shows underuse of university-based research capabilities on public management issues. There are many barriers to university participation. Perhaps the most significant are governmental, that is, those built into the statutory authorizations and regulations of Federal programs. For example, limitations on grant eligibility, matching-fund requirements, and contracting limitations make it difficult for universities to obtain support for management research.

Title VI of the Civil Service Reform Bill envisions a broader role for the proposed Office of Personnel Management in public management research. Findings of the Public Services Laboratory study will guide OPM when it assumes that role.

(A few copies of the PSL study, *Current Status of Public Management Research,* are available from the U.S. Civil Service Commission, Bureau of Intergovernmental Personnel Programs, Washington, D.C. 20415.) CSJ

THE PLATONIC EXECUTIVE

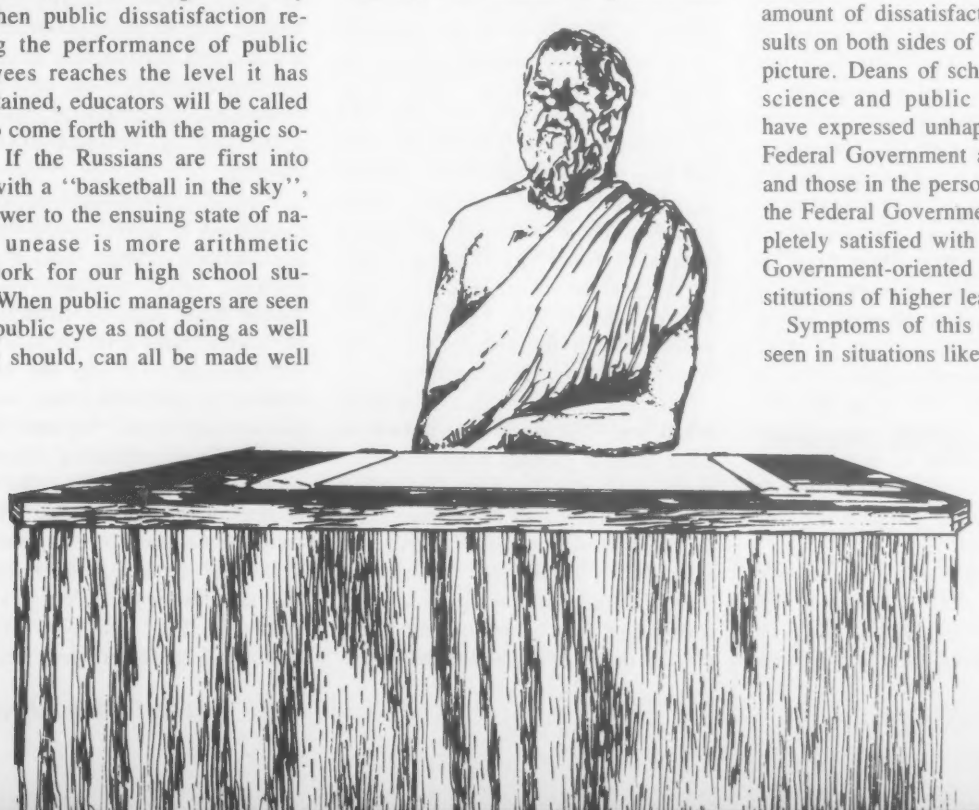
by Chester Wright
Director, Office of Policy, Plans, and Systems
Bureau of Training
U.S. Civil Service Commission

PLATO characterized the ideal public servant of his day as one who would be distinguished by justice, temperance, courage, and wisdom. We seem to have reached a point in modern America where the public realizes that such a platonic ideal does not inhabit the public service. Indeed, most of the public would be delighted if they could assume that the typical Government worker was just reasonably honest, reasonably competent, and reasonably hardworking.

According to the polls, large numbers of the public and even a significant minority of Government workers themselves believe these modest expectations are unrealistic.

Recent history should make it clear to those in the "knowledge" industry that when public dissatisfaction regarding the performance of public employees reaches the level it has now attained, educators will be called upon to come forth with the magic solution. If the Russians are first into space with a "basketball in the sky", the answer to the ensuing state of national unease is more arithmetic homework for our high school students. When public managers are seen in the public eye as not doing as well as they should, can all be made well by a 3-day course in ethics or an intensive 1-week session in budgeting? If that fails, does desperation suggest more night school master's degrees for those who perform the public's business?

As a matter of fact, this sort of problem solving through education and training is already going on. In Fiscal Year 1976, 165,000 managers and supervisors took short-term training at Government expense and another 119 managers spent a year in management training at colleges and universities, according to Civil Service Commission figures. In addition, the National Center for Education Statistics tells us that in 1974–75 schools of public administration granted 1,471 bachelor's degrees, 4,173 master's degrees, and 84 doctorates. Schools of political science and government were much more active, granting 29,314 bachelor's degrees, 2,333 master's degrees, and 680 doctorates.



The Product Can Be Improved

In spite of the amount of activity going on in both training and education of present and potential public managers, there is a substantial amount of dissatisfaction with its results on both sides of the employment picture. Deans of schools of political science and public administration have expressed unhappiness with the Federal Government as an employer, and those in the personnel business in the Federal Government are not completely satisfied with the products of Government-oriented programs at institutions of higher learning.

Symptoms of this malaise can be seen in situations like the following:

The Professional and Administrative Career Examination is the primary method for initial entry into Federal Government service at the professional level. Of those taking the examination in FY 1975 a quite reasonable 22.4 percent of those with degrees in business administration or management scored above the 85th percentile. But only 6 percent of exam-takers with degrees in public affairs and public service scored above the 85th percentile. It is obvious that either there is something wrong with the examination or there is something wrong with the preparation of the latter group. One would think that they, above all, would perform successfully on an examination designed to select future professionals and managers in Government.

Another problem indicator is that only 10.9 percent of those who can be classified as executives in the Federal service have undergraduate degrees in political science, and 3.4 percent have master's degrees in public administration.

Still another indicator is the fact that the low intake into the Federal Government of people with graduate degrees in public administration has made it necessary for the Civil Service Commission to initiate special programs to increase the hiring of these graduates. The "why" of this problem is not well understood. It could result from inappropriate hiring practices on the part of Government agencies, from a reluctance on the part of graduates of these programs to enter the Federal Government (perhaps they prefer either State or local government or even private employment), or it could result from a very low level of success of such graduates on present examinations. A more disturbing—and from the evidence, equally plausible—possibility is that an education in public management as presently constructed is not an appropriate preparation for Government service.

And overriding it all is the dismaying indication that in spite of the training being done, and in spite of the intake of people formally prepared for Government service that we do manage to promote, there is a widespread and pervasively expressed feeling that Government managers are inefficient and insensitive to the needs of the public they serve.

"We must get over what seems to be almost a national embarrassment that morality in the broad sense is important."

A Marriage of Convenience

It is clear that communication must be improved between the Federal Government as employer, and colleges and universities as producer, of potential Federal managers. The first step is to accept that neither the universities nor Federal personnel managers can carry out their jobs in a vacuum. Mutual understanding and cooperation are imperative. Most important is for both to accept responsibility for quality management in the Federal Government. Any other course is completely unthinkable. We are somewhat in the position of Adam and Eve, who may have been partners in the world's first marriage of convenience. There are certain absolutely necessary functions that each performs for the other and although neither partner may be completely satisfied with the arrangement, divorce is not a viable alternative.

The problem we share can be identified and discussed in relation to three critical events: preparation for entry into Government service; transition from technician to manager; and the final transition from manager to executive. I would like to approach each of these events with one view of what ought to be happening and how I see the division of responsibility between the Federal Government's personnel agent on one hand and the schools and colleges on the other.

I also have some ideas on how we might work together toward that time when the American people have confidence that their public managers, while not perhaps approaching the platonic ideal, are at least as well motivated, capable, and hardworking as are their counterparts in successful industries.

Student to Professional

Henry Rosovsky, dean of the faculty of arts and sciences at Harvard, has identified what he calls "reasonable standards" for a person leaving a first-rate institution of higher learning with a bachelor's degree. Here, in a somewhat abbreviated version, is a statement of his standards and my interpretation of how they might apply to an incoming professional level employee.

Dean Rosovsky states that educated persons must have the ability to express themselves; formulate ideas; speak and write so the meaning is clear to others; and to have, if not mathematical skills, at least a degree of quantitative literacy that will enable them to function effectively in a world and environment so large that in many instances it can only be comprehended effectively through the application of various statistical devices.

I believe we should expect new employees to have a completely formulated and strongly held system of personal values and morality. They should have acquired sufficient skill in learning and a receptivity to new information to make the learning process a continuing and important part of their lives. We need this because what incoming employees should bring to the job is not a level of skill or information that will serve them for the next 30 years, but the potential for acquiring the information they need as they progress in a changing world. They must also bring with them the foundation upon which pro-

fessional competency as managers can be built over the years.

These expectations do not seem unrealistic or unreasonable. I believe that the Federal Government as employer has some right to believe that colleges and universities will be producing graduates who meet these standards.

Those of us on the employer side of the picture have some important responsibilities of our own, some of them extremely difficult to discharge. These include, for example, a willingness on our part to look for and expect character in our incoming employees. We must get over what seems to be almost a national embarrassment that morality in the broad sense is important.

Perhaps most difficult of all, we must be willing to abandon our reliance on the spurious precision of paper-and-pencil examinations. We must stop kidding ourselves that there is a meaningful, useful difference between a score of 98 and a score of 99. This means that we must develop a willingness to face the problems involved in the exercise of judgment both in the conduct of our daily business and in the vital business of selecting employees.

One of the real ironies affecting those of us in the Government's personnel business is that over the years, in our sincere effort to develop perfectly nonbiased and perfectly equitable selection devices, we have become perfectly ridiculous. In an effort to be sure that individual selecting officials do not exercise improper judgment, we have so bound them up with regulation that they are unable to exercise any judgment at all. We have become so committed to these methodological devices that recent Commission initiatives to increase the numbers of minorities and women in managerial positions have been greeted by some personnelists as "violations of the merit system," as though a complex mechanical system (which, at that, has produced nonmeritorious results) somehow has a sacred life of its own.

"To the extent that public executives are narrow, dehumanized, and isolated from the main currents of society, we all suffer."

Technician to Manager

Hardly anyone comes directly from school to the Government in a managerial or executive position. Some stay, some leave, some become supervisors, some remain technicians. Each year some 3,300, having served an average of 10 years, become managers. Perhaps that is misstated. They don't "become managers," they assume managerial responsibility. The process of becoming a fully qualified manager is arduous and time consuming. It is a learning process, a significant portion of which can only be carried out on the job.

In the case of managers, certain Government responsibilities must be carried out before universities can effectively discharge their role. A key Government responsibility is making the concentrated effort necessary to specify, in useful detail, the performance requirements for Federal managers. This specification is something far more complex and demanding than the usual laundry lists of attributes that pass for an enumeration of managerial characteristics in many textbooks. The technology for carrying out the requisite task analysis already exists and is being employed in many areas of Government for nonmanagerial occupations. So the question of whether or not we can do what is necessary is moot.

After these requirements have been specified, I believe it is also our responsibility to determine which of these learning needs are best met through experience and which through some sort of formal learning exercise. We must further determine which of these formal learning requirements necessitate instruction in Government classrooms. Next, we must communicate these findings in detail to colleges and universities interested in providing management development programs for Federal employees.

The final important Government responsibilities include acknowledging the time required to become a manager; budgeting and setting aside this time; setting up the patterns of experience necessary for managers to really learn the craft; and making the time and funds available as necessary for those parts of management development best carried out in colleges and universities.

Colleges and universities for their part need to accept the division of responsibility I have indicated. That means they must agree that we in Government are in the better position to know *what* must be learned. The *how* it is to be taught in those situations requiring academic instruction is the job of the colleges and universities.

Another difficult task that the schools must undertake is to exercise a kind of self-discipline focused on their not continuing to go along with the false promise that management skills can be learned in a 3-day course. The demand for this magical quick-fix solution is great, and temptations abound. But when I come across brochures, as I did recently, produced by a highly respected university, which proposed that the entire range of management skills could be provided for a substantial sum of money in 3 days of the manager's time, I am saddened, dismayed, and left to wonder who's kidding whom.

Manager to Executive

The final transition from manager to executive is an experience that occurs for approximately 720 Federal employees every year. Ideally, those making the transition are already proficient in the full range of managerial skills and abilities. The concentration

at this point must be on those learnable things that are specific to executive performance and have not already been well learned during the preceding managerial tenure.

Cognitive skills of a very high order are required—cognitive skills of synthesis and integration that allow the executive to assimilate, sort, and assess information from a great variety of sources, and then determine what this information means in terms of the specific set of activities that his or her organization carries out.

The transition from manager to executive requires the development or acquisition of a social viewpoint so that executives automatically view their organizations as parts of a total system of Government, not as independent units bent on optimizing performance without regard to impact on Government-wide programs.

Successful executive performance requires a very high level of communication skills to make clear to subordinate managers the requirements placed upon the organization by Congress, the Executive, and by the action implications of the expression "public need." The executive must communicate as well the purposes, programs, and activities of the organization to the public and to the Congress.

Finally, while one would hope that each new executive brings a high level of moral and ethical standards and constructs to his or her position, the transition from manager to executive typically occurs at a point in life when those standards and constructs need to be reexamined, reinforced, and fitted into the milieu of the moment. The utter bafflement expressed by some public officials accused of some sort of legal but nevertheless unethical or immoral activity indicates all too clearly that this reexamination is not being adequately carried out.

Government Must See the Difference

We in Government must recognize the distinction between skills required for effective managerial performance and a very different order of knowledge required of executives.

We must learn how to modify the simple-minded view of "relevance" for the training and development experiences that we provide new executives and executive candidates. One can readily imagine the reaction today to a Government-sponsored course that had as its core, for example, an examination of contemporary American poetry. Yet it was Aristotle who said that poetry is truer than history, and in the sense that we are discussing here the executive's role, that may be a very profound observation indeed. To the extent that public executives are narrow, dehumanized, and isolated from the main currents of society, we all suffer. If poetry—or the theater, philosophy, or whatever—is the voice that can summon new executives from their formulations and regulations to a heightened sense of reality on which a humane set of procedures may be based, what a shame it is that we suffer silence. In truth, might not a course in poetry as a reflection of contemporary thought be much more practical than yet another session in management by objectives when no one is sure what the objectives should be?

Academia Must See the Difference

On their part, colleges and universities must accept along with Government the qualitative differences between managers and executives. They must accept that executive education is different from the education that should be provided managers, and that a more difficult version of a management course does not represent executive development. They must even be willing to consider the proposition that executive development may not be properly placed in the schools of public administration, political science, or business, but may in fact much more properly belong in the department of humanities, or at any rate that a strong humanistic mix must be included in executive training wherever it is placed within the school/university organization.

What I have presented is the bare outline of one approach to resolving a set of problems shared by the Federal Government and the academic community. Specific elaborations of any aspect of this discussion, or general comments on it, are most welcome. I do believe that if we are willing to work together in a spirit of candor and cooperation these problems can be resolved to the great advantage of us all.

The New and the Novel

The following is a list of publications that may interest you.

Career Counseling for Women in the Federal Government. Designed for counselors, this handbook explains why career counseling is important, describes good techniques, and gives examples of Federal career counseling programs. (006-000-00894-1) $1.80

Career Planning. Discusses and has exercises on developing a realistic view of oneself and one's employer; on understanding influence, power, and authority; on goal setting; and on a successful job interview. Available from FEW, Room 485, National Press Building, Washington, D.C. 20045. $1.00

Detecting Training Needs. Intended to acquaint supervisors and managers with the basic principles of identifying employee training needs.

Discrimination Complaint Procedures for Handicapped Employees and Applicants for Federal Employment. Answers general questions on the new discrimination complaint procedures for handicapped employees and applicants: who the procedures apply to, what they cover, and where to find further information. Designed for managers, supervisors, and anyone who might want to use the procedures.

Graduate to Government. Describes the major career fields for college graduates, which examinations are required for each field, which agencies are major employers for that field, and what the projected hiring is in each occupation covered. Designed as a handout for students or employment counselors.

Guide to Federal Career Literature. Lists recruiting and informational booklets published by Federal agencies, with brief descriptions of occupations covered in each. Intended as reference for employment counselors to let students know what pamphlets are available. (006-000-01037-7) $1.10

How To Write Position Descriptions Under the Factor Evaluation System. Designed for supervisors, managers, and others who prepare job descriptions in the FES format. Includes facts about job descriptions, aids in writing them, and instructions on how to put them in the FES format.

Interviewing Women Candidates. Describes pitfalls to avoid while interviewing women for employment. Intended for managers and supervisors. (006-000-00777-5)

1975-76 Court Case Compendium: Legal Standards for Personnel Practices. Summarizes prominent 1975-76 court cases in personnel measurement; digests relevant legal standards. Includes a topical index and brief legal glossary. Available from USCSC, BIPP/PMIS, 1900 E St. NW., Washington, D.C. 20415.

Organizing the Personnel Function: A Guide for Local Government Managers. Tells how to set up a personnel office—what functions to include, what forms of organization to consider, and different ways to staff and fund the organization. Written primarily for city and county officials, but useful to anyone concerned with a central personnel office. Available from U.S. Civil Service Commission, BIPP, 1900 E St. NW., Washington, D.C. 20415.

Unless otherwise noted, these publications are available from U.S. Government Printing Office, Public Documents Department, Washington, D.C. 20402. GPO stock numbers and single issue prices follow the above listings. When this information is not shown, the publication had not been printed at *Journal* presstime, so the stock number and price were not known. Once GPO prints the publication, that information can be obtained by calling (202) 783-3238. Prices for bulk orders of the publications can be obtained at the same number.

A more thorough listing of new publications in the field of personnel administration is the monthly periodical, *Personnel Literature*. It lists books, magazine and journal articles, and other material by subject. A year's subscripton costs $12.25 and can be ordered from GPO at the above address.

To receive a free monthly listing of all Bureau of Labor Statistics publications, write to: Bureau of Labor Statistics, U.S. Department of Labor, Room 1539, GAO Bldg., Washington, D.C. 20212.

—Howard Stevens

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